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ABSTRACT

An account is given of a project to investigate the feasibility of developing a program of competency-based learning in the area served by the University Extension division of the University of California at Riverside. Representatives of top administration of the two counties served, county agencies, the municipal department, the school systems, and nine community colleges worked with the university in developing principles and procedures for competency-based learning programs. One conclusion is that an employer/institutional model is highly desired as an alternative for the postsecondary education and training of employed adults in the region, and further planning and development of the program is needed. (Author/MSE)

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FINAL PROJECT REPORT

GRANT NUMBER: OEG-0-73-7038

PROJECT TITLE: A PROJECT FOR THE DEVELOPMENT OF PERFORMANCE-COMPETENCY EDUCATION

SUBMITTED TO: Fund for the Improvement of Post-secondary Education
Department of Health, Education and Welfare
Washington, D.C.

CONTRACTING INSTITUTION: The Regents of the University of California
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A PROJECT FOR THE DEVELOPMENT OF
PERFORMANCE-COMPETENCY EDUCATION

ABSTRACT

This report gives an account of a project to investigate the feasibility of developing a program of competency-based learning in the area served by University Extension, the University of California, Riverside.

Representatives of top administration of the two counties, county agencies, municipal department, school systems and nine community colleges worked with the University in developing principles and procedures for competency-based learning programs.

The report concludes that an Employer-Institutional Model of competency-based learning is highly desired as an alternative for the postsecondary education and training of employed adults in the two-county region, and further planning and development is needed.

UNIVERSITY OF CALIFORNIA EXTENSION, RIVERSIDE

A PROJECT FOR THE DEVELOPMENT
OF PERFORMANCE-COMPETENCY EDUCATION

OVERVIEW OF THE PROJECT AND OF THE FINAL REPORT

A Preliminary Definition:

An excerpt from the first letter sent to the Project Advisory Committee defines the field of the project:

PERFORMANCE BASED TRAINING:
Goal of A New University Extension Project

"Football players, welders, grocery checkers, hair stylists, and income tax accountants are prepared for their jobs by 'performance-based' training. The specific tasks required to do their jobs are analyzed, levels of adequate performance are established, and training programs are devised that develop in trainees the skills and knowledge needed to do the work. When graduates of training programs like these go to work, they know and their employers know what they can do and how well they can do it."

"Can certain levels and kinds of professional and paraprofessional workers, like detectives, job counselors, construction estimators and audio-visual specialists be trained like football players, welders, grocery checkers, hair stylists, and income tax accountants? This is the goal of a new project for which University Extension has received a small grant from the U.S. Office of Education. The Riverside grant is one of eighty-nine grants awarded for 1973. All of the grants are for projects designed to diversify approaches and demonstrate more effective ways in postsecondary education."

WHAT Is Meant By "Performance-Based" Training?

"Conventional postsecondary educational programs are designed by selecting and organizing the accumulated body of knowledge in a given field into a timed sequence of learning experiences. Students are taught what is known about the field. The report or transcript or degree that comes from such a program tells what the student studied and for how long. In performance based training the content of the educational program is obtained by determining the levels of skill and knowledge needed to perform the tasks of a given job. Students are taught to do the tasks involved in the job. The report or certificate that comes from this training tells what the trainee can do and how well."

TIME AND PLACE SETTING OF THE UCR EXTENSION PROJECT

UCR Extension is an educational service organization. Its role is to assess the training and educational needs of its two county area, and to provide services to meet those needs. The University requirement that Extension be self-supporting dictates that most services be organized as group "courses." Since Extension is not authorized to confer degree requirements and can expand and change to meet the changing needs of its clients. These elements of flexibility make University Extension an effective agency for the tryout of performance-competency-based education.

The early 1970's are years of trial and change in people and in institutions. Higher education is recognizing that the less status centered goals of postsecondary education can help meet some of the pressures of enrollment shift, of fiscal support, of political regulation, and of public opinion. Employer-employee relations are changing in directions that reduce the control of employee mobility by the hiring and firing procedure, and that stimulate the interestes of both employer and employee in open access to training and in performance standards. Political forces are looking at the costs with benefits. Individual citizens are feeling less bound by convention, more

interested in education that extends individual capability than in formal schooling.

In California, University Extension is much concerned with the rising forces of change and is constantly in search of new directions. Education toward the goal of competent performance is seen as a viable supplement to degree credit courses.

GOALS OF THE UCR EXTENSION PROJECT TEAM

1. To understand the concepts, goals, and implication of performance-competency education.
2. To observe and evaluate ongoing practices in performance-competency education.
3. To examine in detail the applicability of performance-competency education to University Extension services.
4. To publicize performance-competency education to local employers and individuals.
5. To provide an open forum for public examination of performance-competency education.
6. To involve cooperative study of a few specific applications of performance-competency education by educators and by selected non-academic professionals.

CALENDAR OF PROJECT ACTIVITIES

The UCR Extension Postsecondary Education Project in Performance-Competency Education was funded for the period July 1, 1973 to June 30, 1974.

Roughly half of the project year was devoted to project

team development; to team study of concepts and procedures; to visitation and evaluation of presently ongoing operations in several regions of the USA; to assessment (by visitation and document study) of alternate forms of continuing education presently available to residents of the two county area through the offerings of community colleges, and universities; and to specific planning of the local explorations to be undertaken.

These activities are described in Chapter I and a portion of Chapter II of this Report. The second half of the project involved project team work with a number of community groups, and continuing team efforts to think through the potential contributions of performance-competency education to total educational services in the two county area.

The first community group involved was a general advisory committee composed of major employers in county government and in public schools. This activity is described in Chapter II of the Report. Some conclusions of this committee included:

1. Employers overwhelmingly endorse the concept of competency-based training.

2. In each of the three career fields suggested for possible exploration, there are jobs for which conventional education does not adequately prepare. Most workers now holding these jobs acquired their competency by on-the-job training and work experience.

3. College degrees are important for employment in the jobs these employers consider to be appropriate for competency-based training.

4. Most employers believe that competency-based training programs are both feasible and desirable.

A Task Force of elementary school principals worked with the Project staff to make an intensive analysis of the tasks and competencies required for administration of a modern urban elementary school. This activity is reported in Chapter III. A Task Force of Community College counselors, drawn from the nine community colleges in the two counties assessed the characteristics of non-traditional students now attending community colleges, and of the competencies required for working with such students. This activity is reported in Chapter V of the Report.

A Task Force of supervisors of welfare workers and Project Staff made an analysis of tasks, competencies, and sources of training involved in such work. This activity is reported in Chapter IV of this report.

A Task Force of correctional workers and project staff tested a shortened task analysis procedure in identifying training needs of on-the-job workers in a correctional institution. This activity is reported in Chapter III.

The Project employed a professional evaluator to observe critical meetings during the life of the project. His report is included in Chapter VI.

CONCLUSIONS AND RECOMMENDATIONS:

1. Operationally the Project Staff concluded that performance-competency education is applicable to any area of education or training. Development of such training begins with identification of the tasks involved in a given activity followed by determination of the abilities required to accomplish the necessary tasks. Training procedures flow from the pattern of skills, knowledge, and attitudes that make up the requisite abilities. A performance-base does not dictate any particular method of training. Organized courses, individual study, and on-the-job learning may each be involved. Evaluation of performance and description of terminal capability require procedures and tools differing from conventional course grades, diplomas, and transcripts.

2. The development of capability to work with employers and with individual learners in designing and implementing performance-competency education would be valuable addition to University Extension's services. It is recognized that additional program development expense would be incurred.

3. Performance-competency education can make a valuable contribution to employers and employees. The focusing of training upon the specific requirements of a job should result primarily in improving the beginning competence of new workers. On-the-job training time will be reduced. The costs of training will be reduced by the elimination of non-productive components. Worker confidence will be increased. Employer confidence in the capability of each employee to carry his share of the organization's task will be increased. General applicability of performance-based training will facilitate re-training of displaced employees and thus improve both vertical and horizontal mobility of workers. Increased recognition of competence as the base for initial and advanced job assignment may eventually result in some shift of value from symbols of achievement (grades, degrees, and awards) to the perceptible realities of performance (quality of work, production and morale).

4. Conceptually and historically three models for competency-based learning are evolving at different stages The first, "The Degree Granting Institution Model" has become a viable alternative for postsecondary education in a few institutions. This model is being

tested and receives the major proportion of available funding.

The second, "The Employer-Institutional Based Model," was developed during this project. It has potential for application in this region because it is supported by the broad-based non-academic professional advisory committee, and key administrators willing to implement it in their own agencies. Though it has not been tested fully, this model should be applicable in other regions where institutions and employing agencies are able to develop the necessary relationships.

The third, "Learner Based Model," has value for persons whose motivation for continued lifelong learning needs a structured approach. This is a hypothetical model that has not yet been developed and merits further consideration.

5. The project developed a list of guidelines for the operation of performance-competency education that may be of use to other colleges and training agencies.

Conclusions and Recommendations are found in Chapter VII of this report.

CHAPTER I

GOALS AND PROCEDURES

DESCRIPTION OF THE PROJECT:

The broad goals of this project were to provide a process for the development of performance-competency-based education programs, and to establish the acceptability of competency gained as an alternative to time spent in defining an educational experience. This would enable a greater number of fully employed adults to find alternate paths of postsecondary education.

This project was seen as a feasibility study coupled with planning activities to enable the applicant agency to consider restructuring some of its operations, priorities and purposes. Based upon a more fully developed process, it is hoped that other postsecondary institutions will be able to develop competency-based learning programs by utilizing rather than depleting their existing strengths.

GOALS OF THIS PROJECT: (As stated in the original application)

1. To identify the various sources of postsecondary education available to citizens in the Riverside-San Bernardino Counties region. This will include both traditional and non-traditional sources.

2. To develop workable assessment instruments and processes to define both performance and competency for individuals. Three career areas were to be utilized to consider the uses and benefits of competency-based learning. They were:

    1. Education
    2. Human Services
    3. Public Safety

3. To develop more meaningful arrangements for involving non-academic professionals and students in the educational, training, competency and validation processes.

4. To improve methods of designing University Extension courses, training procedures, and assessment measures for validating student levels of competency.

TEAM DEVELOPMENT AND STRATEGY:

This project was considered to have significant influence upon the contracting institution. The Extension division

of the University of California, Riverside is the single largest "distributor" of educational services in a large two-county area. An expected outcome of the project was to convert some of Extension's course offerings to a mode of competency-based learning. To this end, the staff for the project has involved all of University Extension's program developers who work in the two counties. These specialists have been supplemented by consultants from within the university and from the surrounding area.

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The entire team working on the project has sought to make "competency-based learning" a workable means in the improvement of postsecondary education in their region. Weekly meetings were held, the literature in the field was studied, related projects in other institutions were visited and the development of each phase of the project was shared with each member of the team.

STAGES IN THE DEVELOPMENT OF THE PROJECT:

----Review of the Literature
----Visits to Related Projects
----Conceptualization and Design
----Inventory of Present Training Programs in the Project Area
----Development of a Non-Academic Professional Advisory Committee
----Selection of Job Fields for Intensive Study
----Activation of Task Forces in Education, Human Services, and Corrections

VISITS TO INSTITUTIONS INVOLVED IN SOME ASPECTS OF PERFORMANCE-BASED TRAINING

Team members visited institutions where competency-based learning has been seen as a viable, alternate path to earning a degree. These programs were found to be intra-institutional. These institutions were involved with community agencies, resources and other institutions of higher education, but remained as the identifier, evaluator, validator, and legitimizer of competency-based learning. They recognize that, at this time, the degree is the primary enabler of occupational mobility. Hence, they do award one when a sufficient number of competencies have been identified and validated.

The institutions studied in some depth included: Minnesota Metropolitan State College, Empire State College, Worcester Polytechnic Institute, College III At University of Massachusetts at Boston, Washington State Department of Education (considered the prime mover and enabler of competency-based learning for the State of Washington), University of Washington, and Evergreen College.

Some specific generalizations can be made about institutions which have incorporated competency-based learning processes:

1. Administration arrangements for program development are different from those in traditional institutions.
2. Both teaching and learning methods have been significantly modified or completely changed.
3. Facilities are different, new, or being used in different ways than those in a traditional institution.
4. The student is considered a "partner" in the development of learning goals compatible with his-her needs as well as those of the institution.
5. A climate of high enthusiasm by students, faculty, and administrators is evident and also expressed.
6. Competency-based programs are expensive and dependent upon external financing for their maintenance and continuation.

SOME EXAMPLES OF PROCEDURES FOLLOWED IN PROGRAMS VISITED

The State of Washington Program for School Counselor Certification:

----is an example of intensive cooperative involvement of training institutions, employers, (school districts) and professionals in designing a training and certification program;

----provides a model for defining tasks involved in a professional field (counseling) and organizing them into levels of competency;

----is an example of the acceptance of competency as a basis for "official" certification.

The Minnesota Metropolitan College Program of Downtown Training:

----exemplifies complete individualizing of college degree and course requirement;

----fully involves students in the design, performance, and evaluation of training;

----utilizes non-campus facilities and procedures.

College III at University of Massachusetts at Boston:

----shows that the outcomes of conventional college courses can be defined in terms of specific competencies;

----is developing some promising procedures for assessment of currently unmeasurable objectives.

CHAPTER II

PROGRESS IN MEETING THE GOALS OF THE PROJECT

OBJECTIVE 1:

Identify the various sources of postsecondary education being utilized or available to citizens in the Riverside-San Bernardino Counties region. This will include both traditional and non-traditional sources.

This objective was partially accomplished by visiting campuses of nine community colleges where data to put together a full education matrix was only partially available. Each community college offered a broad range of academic majors to permit their graduates to transfer to most traditional four year institutions. Vocational programs were equally broad in scope, corresponding to the student population served and the employment opportunities in the community. Within the region, expensive vocational programs were well distributed to avoid costly duplication.

Other Observations and Generalizations:

A. Meeting the "degree" needs of the part-time student. The cachement areas of community colleges in metropolitan settings were minimally concerned with the problems of the adult, full-time, employed student. It was perceived that many opportunities exist for this student to continue his education in traditional four year institutions and eventually gain a bachelor's degree as a part-time student. This perception is enhanced by publicity attendent to attempts to launch such concepts as the "Extended University." However, in practice, there are few majors

which can be pursued in a part-time manner.

In three of the outlying areas--College of the Desert in Palm Springs, Victor Valley College in Victorville, and Barstow Community College--a different problem exists due to the concern and interest in adult part-time students. The result has been that many higher education institutions based in other metropolitan regions in California have brought part-time programs into these communities. There is a great deal of competition for the relatively small population of potential students. Some generalizations of these programs are:

1. The principal incentive was a degree from the offering university; linkage to an occupations competency, was infrequent.

2. The student ultimately must go to and establish residence at the main campus in order to receive the degree.

3. Offerings are general but would apply mostly to those majoring in administration, education, and psychology.

4. There is a minimum of articulation between the institutions. This means a student might map out a program to draw upon offerings of all of the colleges, but would be frustrated in applying the units earned toward a degree at any one of the institutions.

B. A Critical Mass Exists for Development of Alternate Paths of Postsecondary Education

There is a strong demand for alternate opportunities of continuing education by the more than 55,000 non-traditional students currently enrolled in the colleges of this region.

TABLE 1.

Occupational Programs in the Community Colleges of Riverside and San Bernardino Counties

	BARSTOW COLLEGE	CHAFFEY COLLEGE	COLLEGE OF THE DES	CRAFTON HILLS COLLEG	MT. SAN JACINTO	PALO VERDE COLLEGE	RIVERSIDE CITY COLLEGE	SAN BERNARDINO VALLEY	VICTOR VALLEY COLLEG
AGRICULTURE			5	1				3	3
BUSINESS & OFFICE	7	8	10	7	5	11	8	12	4
COMMUNICATIONS		1		2	2	1	2	2	
CRIMINAL JUSTICE	1	2	1	1	1	1	2	1	1
ELECTRICAL-ELECTRONICS	2	2		1			1	2	3
ENGINEERING TECHNOLOGY	1	6	3	3	1	2	5	6	2
ENVIRONMENTAL & NATURAL RESOURCES			2		1			2	
HEALTH SERVICES	2	5	5	1	1	1	3	4	1
HOME ECONOMICS & FOOD SERVICES		1	1		1	1	2	3	3
MID-MANAGEMENT & SUPERVISION	3	1	4	1	1	2	3	4	1
SCIENCE & LABORATORY OCCUPATIONS							1		1
SERVICE OCCUPATIONS	3	3	5	3	4	1	6	7	6
TRADES & INDUSTRIES	3	5	9	2	3	2	3	8	4

Above numbers indicate actual number of programs per college.

C. Availability of Employer Participation

Many employers, particularly those involved with this project, have already begun various forms of on-the-job, competency training programs, as well as working closely with the applicant in developing courses to enhance capabilities of their employees.

Most in-service or on-the-job training programs lack the following features:

a. Systematic ifentification of competencies related to job functions.

b. Methods for external recognition and legitimization of competencies.

However, top level agency management has indicated strong support for competency-based learning activities through commitment of personnel and agency resources. They also indicate a strong desire to collaborate with University Extension in final validation of competencies which may lead to legitimization of this form of learning.

D. Non-Traditional Counseling Capabilities Are Not Yet Developed

College counselors lack knowledge and experience to aid non-traditional students in planning a cost and time effective pattern of educational achievement.

E. Occupational Training is Well-Developed in the Community Colleges

Table 1 illustrates the wide variety of occupational programs offered by the community colleges in this area. Most of these programs are performance linked by curriculum development through advisory committees.

F. Work Experience has been Recognized as a Structured Competency-Based Learning Program Legitimatized by the Community College

In terms of utilizing the community as a place where learning is acquired, each community college has a "work experience" program whereby an enrolled student may generate units of credit toward an A.A. or A.S. degree through on-the-job experience. The most structured approach is one called "Occupational Intern Program" operated by Mt. San Jacinto College. It contains many of the major concepts of competency-based learning. In order to earn units of credit, the students must:

1. Be employed.

2. Identify skills and abilities to be learned.

3. Design a plan for acquiring and validating the acquisition of these skills.

4. Have participatory consent of supervisor or employer.

5. Set short and long range learning goals.

In order to maximize on-the-job learning, the college provides a coordinator who:

1. Conducts weekly seminars for students enrolled.

2. Coordinates students' activities with employers by:

   a. gaining written consent to participate in the students' learning packet through shared identification of learning objectives and evaluation of those objectives as they are achieved;

   b. making at least two on-site visits to the student's place of employment per semester;

   c. maintaining complete files on each student which validates learning achieved and justifies grades and units earned.

G. Unexplored Options

One of the options community colleges or the four year institutions have not yet actively implemented is that of recognizing, qualifying, and quantifying learning structured and conducted by employers. Many training programs are conducted by employers to enhance the employee's occupational skills or affect his capabilities in human relations. Many times outside experts, qualified instructors, or highly skilled employees conduct structured training during work hours. Conversion of such training into a negotiable medium, either conventional college credit or performance certification is lagging.

CONCLUSIONS:

Occupational training leading either to an occupational certificate or a terminal A.A. or A.S. degree is available through regional colleges to any fully employed adult in

Riverside and San Bernardino Counties. Adults may also pursue an academic-transferable A.A. or A.S. degree in a wide variety of majors. While either program may be completed in two years or less by a full-time traditional student, most part-time students take from three to five years to complete a degree. But for most of them, even in the metropolitan areas, to continue toward a B.A. or B.S. degree is virtually impossible. Thus the two year degree is the end of formal education for the majority of fully employed adults. This includes many women whose families and husbands' jobs limit their egress to full day programs at area colleges.

There has been considerable publicity in the region concerning part-time degree programs. Very limited, career-related, part-time B.A. degree programs do exist. Presently, the widest offerings exist at the private colleges (six at University of Redlands and two at Loma Linda University, with several being developed for the coming years).

At this time, these limited part-time degree programs are geographically accessible to 60-70 percent of the population of the two counties. The communities which are beyond the metropolitan areas served by five community colleges have a total student population of approximately 11,000. Two thirds of these students (7,334) are fully employed adult student. Numerous variations of part-time degree programs are brought to these communities by both public and private

colleges. Many of which are outside the Los Angeles area. The most complete programs available to students still require them to acquire most of their upper division credit in its own programs and to spend a minimum of one semester on its campus.

During the site visits to five of the outlying community colleges, specific concerns were expressed by administrators. They included:

1. Continuing higher education opportunities do not really exist for their employed adult graduates of A.A. degree programs.

2. There is a need for single institutions to coordinate upper division learning programs whereby a B.A. degree could be completed in the locale of the community colleges.

3. The current tuition rates of the private colleges are a considerable economic shock for the student having completed an A.A. degree for less than $15.00 per semester.

OBJECTIVE 2:

To establish methods of assessing both performance and competency which would:

1. Meet the minimum expectations which employers would find acceptable in either hiring or promoting personnel.

2. Provide the non-degree holding individual a cost and time effective process of achieving recognizable competency.

The Project Team visisted and collected information and data from:

1. State of Washington -- Department of Education
2. Evergreen College, Washington
3. Minnesota Metropolitan State College, Minnesota
4. Worster Polytechnic College, Massachusetts
5. College III, Boston University, Massachusetts
6. Empire State College, New York
7. University of Washington, Washington

Some specific generalizations can be made about institutions which have incorporated competency-based learning processes:

1. Administrative arrangements for program development are different from those in traditional institutions.

2. Both teaching and learning methods have been significantly modified or completely changed.

3. Facilities are different, new, or being used in different ways than those in a traditional institution.

4. The student is considered a "partner" in the development of learning goals compatible with his/her needs as well as those of the institution.

5. A climate of high enthusiasm by students, faculty, and administrators is evident and also expressed.

6. Competency-based programs are expensive, and are usually dependent upon external financing for their maintenance and continuation.

In institutions where competency-based learning is the mode, the base for comparison is found in competencies presumably gained in a traditional degree program. Also, the accumulation of competencies results in a student receiving a B.A. or B.S. degree.

PROJECT ASSESSMENT ACTIVITIES IN THE RIVERSIDE-SAN BERNARDINO AREAS

Lacking an educational institution with the capability of commitment to the mode of competency-based learning, this project, focused upon the employing, non-academic professional as a source of competency identification. This group was interested in the development of on-the-job competencies

and viewed competency-based training as a means of upgrading the skills and abilities of their employees. Competencies identified and validated would enhance the performance of the professional with a degree or the non-professional. Only one agency saw the possibility of using competency-based learning as a means of moving a paraprofessional into a professional job slot. (they currently practice it by a combination of time in grade and subjective evaluation.)

Preliminary work with task forces of employees and supervisors (see details under objective number 4) led us to the conclusion that competency-based learning for jobs or occupations requires at least preliminary task analyses. Such task analyses would include:

1. Identification of a job or occupation in which competencies can be gained.
2. Identification of specific measurable and unmeasurable cluster of tasks which make up that job.
3. Development of a task hierarchy in each of the following task clusters:
   a. Data Tasks
   b. People Tasks
   c. Things Tasks
4. Development of a structured system of acquiring competencies to do the tasks.

The next steps will include:

1. Development of competency-based learning programs which are most effective when:

a. Conducted in small groups; or
b. applied in a one-to-one work training atmosphere.

2. Evaluation of standards of performance which would be met by each student in order to claim a competency.

3. Formulation of alternate methods of verifying standards met.

4. A means of recording for the learner's benefit those competencies possessed and those gained.

OBJECTIVE 3:

To obtain a performance and competency profile on 120 non-traditional or potential students. (40 from each career area).

Although employers were enthusiastic in responses to both questionnaires and personal inquiries, and expressed a willingness to provide employee consent and records, the project team decided not to complete this objective. Justification of this decision was based upon the following factors:

1. There were not sufficient funds in the grant to conduct this study on an objective basis.

2. In assessing employee's competencies, a baseline of job standards needed to be established. It did not exist.

3. At least a preliminary task analysis needed to be performed prior to assessment.

4. Standardized tests would not relate to the specific tasks being performed by employees.

OBJECTIVE 4:

To work with non-academic professionals in exploring the areas of usefulness and the best methods of implementing competency-performance education in the service area.

This was a major goal of this project. Since competency-based training is dependent upon valid identification of tasks to be performed by trainees, the educator must enlist the help of non-academic workers in planning, operating, and evaluating training. If competency-based training is to effect change in employment practices, the planning "team" must include employers and supervisors as well as workers at the level of training. The project developed two levels of non-academic professional group input. An Advisory Committee composed largely of employers and employer representatives was used to begin the process of interpreting competency-based training, to identify some occupational fields wherein such training would be of most value, and to participate in evaluation of the project. Task Forces were developed in four occupational fields.

ROLE AND OPERATION OF THE ADVISORY COMMITTEE:

An advisory committee of employers and supervisors in the fields of education, human services, and public safety was brought together for a half-day of open discussion, and later individually followed up for extending and crystalizing findings and judgments. At the open discussion meeting, judgments of the committee were sought on these questions:

1. Are there some professional level jobs in the occupation that require competencies not adequately developed by conventional educational programs?

2. What are these jobs?

OPERATION OF PROJECT TASK FORCES

In Education, a task force composed of ten elementary school principals completed an analysis of tasks involved in their jobs. A second task force in education was composed of counselors from the community colleges in the two-county area. This group analyzed the status of alternative paths to postsecondary education in the area served, and the counseling role in implementing continuing education of the non-traditional student.

Middle management welfare workers composed the task force in human services. Two levels of welfare workers had their jobs analyzed by this group.

A Task Force of community college counselors analyzed the tasks involved in counseling non-traditional students.

A Task Force of correctional workers and Project Staff explored the merits of condensed task analysis procedure.

The composition and work pattern of the task forces differed somewhat from those anticipated in the original proposal. The changes were in directions that reinforced the main goal of the entire project, which was to extend the concepts and procedures of performance-based education into as many fields of training as possible. It was found that some local agencies were ready to begin the process of developing such training. A plan that began to phase in the activity appeared to fit better than a plan that continued

introductory "talk." This led to "task forces" instead of committees and to selection from within a job or job family rather than from the wider elements of the community as had been tentatively proposed in the orginal plan. It was found that the training of the task forces could be better accomplished by a problem solving approach involving direct work on the group assignment than by frequent informational input by outside consultants. Project staff personnel served more as convenors and recorders than as content or process specialists.

The task forces made a substantial contribution to the project. Each met for eighteen or more hours , during work time, representing a strongly supportive investment in the project by the employers involved. Reports on the procedures followed and the output of each task force are parts of the total report of this project. In general each of the groups approached their tasks by:

1. Identifying a sample of workers in a job.
2. Identification by these workers of the tasks that are involved in the job.
3. Objectifying descriptions of tasks.
4. Determining observation methods of each task.
5. Determining a language of descriptions for each observation.
6. Developing a form of report or record.
7. Identification of measurable objectives and currently unmeasured objectives.

8. Selection of available measurement tools for assessing objectives. Among these were:

   Objective measurements of performance.
   Work Samples of completed performance.
   Performance under observation of specific tasks.
   Self-reports of performance.
   Supervisor reports of performance.
   Colleague reports of performance.

9. Identifying and planning controls for constraints that may affect the validity of measurement.

10. Planning procedures and conditions for measurement and use of measurement outcomes.

11. Identifying procedures for securing best possible evidence on currently unmeasureable objectives.

12. Developing instruments and procedures for reporting levels of competence.

CHAPTER III

EXPLORATIONS OF PERFORMANCE-COMPETENCY CONCEPTS IN THE TRAINING OF PRINCIPALS OF ELEMENTARY SCHOOLS

INTRODUCTION:

Educational administrators as participants on the general advisory committee identified several school jobs for which improved training is needed and for which direct training for competency would be feasible and desirable. The superintendent of one large city school district felt that one increasingly important job for which special training is needed is that of the principal of a decentralized elementary school. Subsequently, this superintendent made arrangements for ten such principals to participate on a task force to work with the project staff in making an analysis of competencies needed by the principal of an elementary school in a decentralized district.

PURPOSES OF THE PRINCIPALS'TASK FORCE PROJECT:

General Goals of the UCR Extension Postsecondary Education Project:

1. To improve performance of workers.
2. To increase recognition of competent performance as a basis for employment and advancement.
3. To extend consideration of competency as basis for development of training programs.
4. To demonstrate the value of using the judgments of workers in planning training programs.

Specific Objectives of the Principals' Project:

To document an example of procedures and instruments for developing a training program for a school job, including methods and tools for:

---description of tasks
---determination of required competencies
---planning training programs
---assessing levels of competencies

To use the position of elementary school principals as an example of a school job.

PROCEDURES:

Four members of the project staff worked with the ten principals in carrying out a systematic analysis of performance components essential to the planning of a training program. Arrangements were made to hold a series of six meetings on the university campus.

The school district approved holding the meetings during work hours for school principals, permitting each principal to make the necessary arrangements for covering duties.

The approach to the problem determined to be most productive was empirical and inductive. A fresh local data bank of the duties of elementary school principals was developed and examined. This involved three levels of description, each more critically perceptive than the preceeding one.

LEVEL ONE was a list of duties written on the board as stated by each of the ten principals, under the rules of brainstorming. This list was then supplemented, still without critical examination, by recall of duties performed "yesterday" and "last week."

LEVEL TWO was a list of duties derived from Level One by classifying the tasks into four major categories. Categories

and classifications were determined by the principals.

LEVEL THREE was an organized bank of task statements jointly developed by project staff and participating principals, making use of the functional job analysis techniques developed by Dr. Sidney A. Fine. * Each task is analyzed in terms of levels of reasoning, mathematical and language skill required for each task; outlining performance standards for use in assessment; and the training required to perform each task to the desired level of performance. Several different types of competencies are agreed upon by the group in this type of analysis: first, levels of reasoning, mathematical and language competencies; second, "functional" competencies of the type learned in the basic educational process. These are defined by the use of scales ranging from simple to complex competencies in each of the three area; orientation to things; orientation to data; and orientation to people. These proved in the case of the principals, to be mainly at levels four and five in relation to data and people. More specifically, the functional competency needs of the principals may be expressed as "analyzing", innovating and coordinating," and "consulting and instructing" and "supervising." These are generic skills--needed by all working at these levels. In addition, specific content

* Sidney A. Fine--An Introduction to Functional Task Analysis: A Sealing of Selected Tasks From the Social Welfare Field. W.E. Upjohn Institute, Washington, D.C. 1971.

information of the type usually required and as acquired in professional training or on-the-job is also defined. Another type of competency or skill was not defined. These relate to a person's style, traits, attributes, i.e., personality characteristics--and are termed adaptive skills. These may be subject to change through the educational process of counseling. Just as intelligence range may influence the level of competency attainment possible in mathematical skills, language and reasoning skills; the range in the "adaptive" characteristics of the person may influence their orientation toward things, data, or people and the level of functional competency an individual may attain in each of these areas.

In addition to the development and analysis of a task bank, the participating principals evaluated and prioritized a list of competencies required of school administrators that had been developed as a planning base for public licensure.

FINDINGS AND CONCLUSIONS:

1. Tasks of Elementary School Principals as identified by uncritical "brainstorming"

Recruitment
Staff, teacher, & administrative evaluation
Staff reduction
Teacher dismissal
Staff and Salary negotiations
Development of staff potential
Personnel matters
Meetings with general staff & key staff members
Staff cooperation
Staff and Principal morale
Conferring with special service personnel
Cooperating with PTA projects
Working with teacher associations
Serving on district level committees
Participation in professional organizations
Participation in state/federal projects
Facilitating
Decline of enrollments

Staff and interpersonal relationships
Utilizing staff talents
Teacher observation
Management of auxiliary personnel
Volunteers

Board of Education
Knowledge, interpretation of district policies
Question district policies
Implementing change of district policies
Coordination of district services

Special projects
Working with student and parent groups
Community involvement/utilizing community services & resources
Parent complaints
Student discipline
Physical abuse--handling
Dealing with conflict
Dealing with threats, anxiety, frustration
Strangers on property

Educational leadership
Plan renovation
Integration
Program development
Program goals and objectives
Program evaluation
Learning climate
Personalization of instruction
Standardized testing
Unstandardized testing

In-service training
Working with budget
Politicking
Change Agents
Transportation problems
Cafeteria problems

Educational research
University liaison
Attitudes
Keep smiling
Change adaptation
Senstivity
Listening
Efficiency
Enthusiasm
Human Relations
Student/parent counseling
Knowledge of curriculum
Improve curriculum
Develop schedules

School management (plant management)
Middle management responsibility
Business management
Legal responsibility
Total accountability
School organization
Closure of schools
Decentralization
Long range & multi-year planning
Acquiring financial assistance
Time management
Plan supervision
Proselytizing
Monitoring

2. Tasks of Elementary School Principals as organized into major categories by participating principals:

Meet with Early Childhood Advisory Committee to plan early childhood program under state guidelines.

Talked to a parent about attending a conference.

Assisted parents to remain within district guidelines as they question closure of school.

Talked with parent volunteers.

Assisted parent advisory group by getting resource people to them to help maintain their function.

Orient parents re: budget allocations for next year.

Call potential PTA officers to persuade them to donate services.

Developing in-service workshops for parents for volunteers, parent educators to develop curriculum materials and to improve knowledge and skills in working with own kids.

Getting parents involved with auxiliary services.

Contacting minority parents to involve them because of lack of involvement.

Parent orientation of program, explaining and interpreting new programs.

Interview parent volunteers--strengths and weaknesses.

Call potential volunteers to persuade them to assist.

Asked PTA president to take leadership role in total community meeting.

Present final rewrite of draft parents helped develop Title I program.

Met with chairman of parent advisory group to set agenda.

Conference with parents on improving their child's work.

Developing guidelines for school/home communication.

Soliciting teacher/staff recommendations of parents to call.

Really listening to parent concerns/needs in order to deal with militancy.

Assess reasons for lack of parent involvement and removing obstacles to their participation.

Developing vehicles to dissipate parent anxiety.

Tune-in to community gossip structure.

Alert parents to annexation procedures that affect community.

Establish a structure to get feedback to school.

Develop parent leadership in school program by contacting key people by phone.

Analyze staff to see who is key to power structure by sitting down and talking with them about their needs and intuiting other needs.

Develop communications between different factions of community--minority.

Manipulate community power structures/analyze power structures--what people hold key positions/district and staff, too.

Teacher observation.

Follow up with conferences.

Teacher evaluation.

Teaches/counsels teachers on ways of handling discipline problems in order to deflect these problems away from consuming principals' time.

Modeled-classroom demonstration--demonstrate teaching techniques.

Personal counseling.

Suggested sources and resources.

Provided sources and resources.

Contacted resource speaker.

Involved in discipline with staff--help teachers control child.

Takes needs assessment with instrument or through staff discussion.

Teaching planning.

Explain, interpret and support district policy.

Compliment teachers' strengths, help teachers develop skills in budgeting.

Hiring, screening, evaluating of new personnel--look for traits that will compliment school program/existing staff.

Write and involve staff in writing grants for federal funding that will supplement existing programs and/or create new programs.

Develop a philosophy with staff as to needs and goals of school.

Innovate and help change attitudes and learning styles of children.

Work with head custodian for upkeep (personnel relationship).

Direct supervisorial work on playground.

Direct secretaries in ordering supplies.

Get custodial staff by persuasion to feel important and to see their jobs as important to the running of the school.

Selection of head custodian after personnel processes have been employed and/or by sitting in on screening committee.

Negotiate for position on screening committee in order to select staff members.

Providing for maintenance, repair of equipment.

Signs and supervises development of requisitions for supplies.

Develops all in-school and accounting systems in light of poor central processing.

Getting keys to cafeteria.

Scheduling, negotiating with staff over use of building space.

Translate instructional priorities to classified personnel on individual basis and staff meetings so that school program is well-coordinated.

Set-up contingency plans for any disaster so that all personnel and students know what to do.

Delegate/use district guidelines/staff inservice.

Develop procedures dealing with vandalism and plant damage.

Decide on decision -making process.

A. Go to total staff
B. Meet with team leaders.
C. Decide whether staff needs to be involved.

Bus scheduling.

Budget

Analyzing data, looking at projections, translating into instructional program.

> Includes supplies, facilities, help teachers translate objectives into desired materials in accordance with budget restraints.

Translate data into budget requests.

Budget reflects program.

Analyze projected student enrollment to make budget determinations.

Negotiate bodies income with district to achieve more budget allocation for instructional aides--number of teachers, secretaries set by enrollment from income must determine additional staffing.

Data gathering from program planning process to further determine budget.

Monitor budget requisitions from teachers and determine and evaluate rationale for their requests.

Get agreement from budget committee to accept formulated budget.

Create accountability on part of self, and teacher to district, parents and other staff.

Set up mechanics of implementing budget process using forms and procedures used by district.

Evaluates and interprets monthly fiscal reports.

Interpret, review and analyze data provided by district on tests and measurements on students in instructional program.

Submit needs assessment created by district to parent/advisory committee.

Find out what parent recommendations are.

Evaluate summary of forms.

Participate in district committee with specialists to determine policy.

Respond to district assignments.

Participate in professional activities to effect change within the profession.

Act as consultants to other schools and districts.

Attend board meetings.

Be educational representative to groups such as Boy Scouts, Settlement House.

Participate in special education screening committees, disciplinary committee on a continuing basis, give input as a consultant.

Participate in church activities to give professional talents for use in this and other community organizations.

Learn district policy.

Identify resources available at district level which can be used by school.

Identify resources available in community to facilitate school programs and personnel.

Make determination of meetings that you need to attend in order to receive information you are accountable for.

Establish lines of communication between related schools in order to establish a K-12 instructional continuum.

Help shape organization to develop new programs, committees, etc.

Make a choice of amount of involvement in district program.

Identify teacher training instruction--become familiar with their program; work with these programs; evaluate and participate in them.

3. A task bank of the duties of Elementary School Principals as identified by the Principals' Task Force and analyzed by Dr. Sidney A. Fine's Procedures for Functional Task Analysis.

   Attached are samples from the task bank. Inquiries regarding the more complete task bank data should be directed to Mrs. Louise Scriven, University of California Extension, Riverside, California, 92592. Telephone: (714) 787-5723.

TASK BANK SHEET

Data	People	Things		Data	People	Things		Reas.	Math.	Lang.	
W. F. - LEVEL				W. F. - ORIENTATION			INSTR.	G. E. D.			TASK NO.
5B	5	1A		80%	15%	5%	8	5	3	5	Staff Dev. 9

GOAL:

OBJECTIVE:

TASK: Determines/decides/implements staff development plan on basis of analysis of data and of performance review of pertinent objectives and requirements; sets component phases and results expected, time frame, and staff and budget allocations in order to execute plan. (Asks questions about available experts in area chosen as a staff development need; telephones selected resource people to discuss their views of problems; sets priority ratings, telephones selected resource people to arrange for training engagement.)

Performance Standards

Backup material available to show procedure for determination of training needs and setting of priorities.

Sample of teachers report that staff development programs provides help in improving the quality of their instinction.

At least _____ sessions provided in period of ___.

Student performance meets objectives set by participating groups.

District research reports indicate that school is meeting state guidelines for education progress.

Training Content

Functional:

How to coordinate
How to evaluate data re: staff development needs in order to implement a staff plan
How to supervise personnel and evaluate their performance

Specific:

Knowledge of staff performance-weaknesses and strengths areas for training and development
Knowledge of available experts to meet training needs
Knowledge of administrative constraints such as time, budget, and staff to execute plan
Knowledge of how to implement training plan for staff: short and long range
Knowledge of program evaluation

TASK BANK SHEET

Data	People	Things		Data	People	Things		Reas.	Math.	Lang.	
W. F. - LEVEL				W. F. - ORIENTATION			INSTR.	G. E. D.			TASK NO.
4	3B	1A		20%	75%	5%	5	4	1	5	Staff Dev. 13

GOAL:

OBJECTIVE:

TASK: Describes/answers questions about and advances district policy to school personnel and to community in order to influence decisions in light of district policy and to gain support for policy.

Performance Standards	Training Content
Sample of local service organizations, school-related/child oriented community groups express understanding of specified school related issue, school's policy on issue and support for helping school resolve problems. (open interview) Sample of teachers...as above.	Functional: How to evaluate information about district policy in order to determine its affect on school and community interest groups. How to evaluate information regarding influence power of local interest groups. Specific: Knowledge of district policy-the advantages and disadvantages Knowledge of influential school and community personnel.

4. Rating of competencies required by new credentialling procedures (Ryan Bill) for the position of Elementary School Principals. The task force of Elementary School Principals were asked by the Coordinator of Educational Administration of the School of Education to assess the importance of these competencies. In addition, they identified the competencies they felt were most often gained on-the-job and through experience. The results were:

Column A — Importance of competency				Column B	
Higher (1)	Lesser (2)	Least* (3)	Total**	Items for which experience on the job is most important in developing competency.	
					<u>Effect improvement in the educational program.</u>
8	1	0	10	8	1. ...develop attitudes, skills and techniques in leading to proficiency in effecting improvement.
6	3	0	12	4	2. ...identify and study the social, political, and economic forces affecting education, and to develop techniques for using these forces.
1	8	0	17	2	3. ...acquire a working knowledge of movements and trends in curriculum.
1	6	2	19	2	4. ...comprehend newer developments in teaching procedures, content in subject fields.
1	6	2	19	1	5. ...understand organizational patterns of the public schools.
0	1	8	26	0	6. ...survey knowledge of philosophies and history of public education.
					<u>Develop an understanding of sound personnel management.</u>
9	0	0	9	9	1. ...develop skill in handling personnel problems basing decisions on sound principles of personnel administration.
7	2	0	11	4	2. ...acquire an understanding of current public school employer-employee relations (Winton Act, collective bargaining, CEC panels, etc.)

* Actual number of responses

** Weighted total--Highest=1pt. Lesser=2pt. Least=3pt.

Column A				Column B	
Importance of Competency				Items for which experience on the job is most important in developing competency.	
Higher (1)	Lesser (2)	Least (3)	Total		
5	2	1	12	6	3. ...acquire a working knowledge of selection procedures and supervision and evaluation techniques.
					<u>Develop skill and understanding in use of effective techniques in administrative leadership.</u>
9	0	0	9	5	1. ...understand human motivation and group dynamics.
8	1	0	10	8	2. ...develop competency in handling conflict situations and dealing with controversial issues.
6	3	0	12	4	3. ...achieve proficiency in oral and written communication. Practical experience should be provided to develop policy positions, argumentation, and opinion in both oral and written form.
					<u>Develop skill and understanding of school-community relations.</u>
8	0	1	11	4	1. Possess competency in decision-making based on factual data.
6	3	0	12	8	2. Be able to work effectively with ethnic groups.
4	5	0	14	6	3. Interpret interaction with community forces, particularly with school boards, community groups and leaders.

Column A Importance of Competency Higher (1)	Lesser (2)	Least (3)	Total	Column B Items for which experience on the job is most important in developing competency.		
3	5	1	16	5	4.	...utilize the contributions of all concerned persons and groups in development policy.
1	5	3	20	3	5.	...understand relations with news media and political agencies.
						Achieve knowledge of governance and legal processes related to schools.
3	4	2	17	4	1.	...have knowledge of laws related to youth, conduct, contracts, liability and tort.
2	5	2	18	2	2.	...know recent federal and state laws and court cases affecting public education.
1	5	3	20	2	3.	...understand organizational pattern of public school governance.
1	0	3	10	2	4.	...know legal principles, statutes, and controlling case laws and be proficient in application to decisions and actions.
						Acquire a foundational understanding of the principles and practices of public school management.
9	0	0	9	6	1.	...establish skills in all aspects of planning to include practice in task analysis, the setting of goals and objectives, and the implementing of plans related to goals.
6	3	0	4	7	2.	...develop skills and knowledge concerning use of management tools.
7	1	1	12	6	3.	...achieve proficiency in evaluation techniques related to a school organization.

Clmn. A Importance of Competency Highest (1)	Lesser (2)	Least (3)	Total	Clmn. B Items for which experience on the job is most important in developing competency.	
4	5	0	14	5	4. ...develop skill in relating educational programs to cost factors and applying sound financial procedures.
4	5	0	14	7	5. ...acquire an understanding of sound public school budget procedures including program budgeting.
2	1	6	22	3	6. ...achieve an understanding of research and developing techniques and skills by participating in research and development projects.

PROCEDURAL CONCLUSIONS OF THE STAFF INVOLVED WITH THE PRINCIPALS' TASK FORCE

1. First meetings of task forces should be brief; clarifying purposes and expectations, setting priorities and establishing procedures. Agenda should be clear and shared ahead of time.

2. The group of ten principals should have been broken into three smaller groups. For the actual analysis of competencies, the staff would go to the first group, get a sense of the range of activities they are involved in and the performance standards they are involved in and the performance standards they would set for themselves. Staff would write task statements from this--make an analysis of competencies required. Then take this to the next group of principals for validation and additions... and so on. Procedures used with the large group would be appropriate, both open and controlled association to arrive at tasks performed.

3. Categorization of the tasks into areas, stated in terms reflecting common conceptions of the participants, using their own words and breakdowns, is a necessary part of the procedure. Any categorization they choose is acceptable. However, in all likelihood this will not be truly helpful

in defining competencies. The categorization chosen will generally reflect role conceptions held by the group. It is important that they get an opportunity to provide this organization-one that is meaningful to them-but it is necessary to do a different analysis to arrive at functional and specific content competencies required to do the job. For example, categories set by the principals define objectives; outside involvement; parent involvement; staff development; and management. These do not provide as sound basis for for evaluation of competencies as do the actual tasks that are performed in order to reach these objectives. Many levels of employees are working toward these objectives doing different tasks. The competencies required are tied to the tasks performed. The correctness of the task mix is defined by the performance standards set for the tasks--that is whether objectives are being met.

AN EXPLORATORY PROJECT,WITH THE DEPARTMENT OF CORRECTIONS

Working with a group of twelve correctional officers at the rank of lieutenant from California Institution for Women, the project staff was able to establish a procedure for the identification of training needs in order to develop a competency-based training program. A mini-training session, based upon these identifed needs, was then developed to introduce a number of the concepts and theories used in performance-based training. Emphasis was on the application of the training to on-the-job situations.

Project Outcomes:

In prior meetings with both educators and welfare employees, the project staff used task analysis which we found to be a helpful tool for structuring the competencies needed on the job. However, we felt that this did not allow us to get at real problem areas or the dynamics of the job situations in which workers find themselves.

The procedures developed involved a method defining critical incidents that workers face on the job in order to pinpoint problem areas and prioritize training needs. In this way we can identify the competencies needed and the performance standards desired by the group (i.e., the level of competency to be attained) in critical or job difficulty

areas without having to do a complete task analysis and identification of all competencies.

This procedure is time saving, and affords the opportunity of immediate staff involvement in a dynamic process.

Through the use of the procedure that was developed, the project staff had the opportunity to obtain an understanding of the organizational structure, personnel practices and organizational tensions which exist within an agency under tremendous pressure.

The staff was then able to evaluate the training needs that were identified, relating these needs to specific organizational characteristics and tensions.

The project staff is increasingly aware that measurement of competencies cannot be separated from the total agency evaluation process. Measurement of competency cannot be an outside operation, but should be integrated closely with the regular supervision routine of the agency. Workers are then aware of the tasks they are to perform, the competencies necessary to perform the tasks, needed training, performance standards and the agency's evaluation procedure, and who will handle the evaluation process. This should be a joint supervision training function.

Peripheral accomplishments of the Project:

One of the unexpected accomplishments of the project was the development of an experimental class, "Teacher Education for Part-Time Instructors Teaching Classes Which Are Competency-Based." This took the principles and basic ideas from the project and implemented them into an approved University Extension class which provided the required teacher training for a valid California teaching credential. In addition, participants were awarded six-quarter units of credit and satisfied the in-service training requirements for a local community college. (The Appendix to this Report includes a copy of the syllabus for this course.)

The course had no hourly requirements but had a series of carefully described competencies and provided opportunities for the participants to demonstrate that they had achieved the competencies in accordance with the minimum criteria established. The State Office of the Chancellor of California Community Colleges has approved the continuation of this competency-based teacher training program and is currently considering its adoption on a statewide basis. It may be that this peripheral accomplishment will set the trend in the teacher education program for community college continuing education teachers in California.

CHAPTER IV

PERFORMANCE-COMPETENCY CONCEPTS IN THE TRAINING OF SUPERVISORS OF WELFARE WORKERS

BACKGROUND

One of the members of the Non-Academic Professional Advisory Committee who attended its first meeting was Mr. Paul Wiley, Director of the Riverside Department of Social Services. At that meeting Mr. Wiley expressed great interest in our project and gave some specific indications that its directions would be particularly appropriate for his agency. Welfare departments are very much in need of competent employees; their employees work with clients who frequently are in crisis situations and in recent years the performance of welfare departments has come under careful scrutiny. This scrutiny by the public as well as their elected officials, has led to a reduction in welfare department funds and programs and to demands that fewer dollars be misappropriated by welfare department employees. Coexisting with these demands for competent performance is the linkage of the welfare department to a merit system that puts great emphasis on a traditional educational background instead of job-related competency. Because of these conditions Mr. Wiley expressed a strong hope that our office would use the federal funds acquired from the Fund for the Improvement of Postsecondary Education to develop with him for his department some procedures for implementing competency-based procedures and training.

After a few exploratory meetings with the leadership of the Social Services (Welfare) Department, a task force of eligibility and clerical supervisors was established to work with the UCR project team. The eligibility and clerical supervisors were more willing to work on this project than services supervisors, because many services supervisors felt that there was little point in looking at competency-based training since many of them had already passed advancement examinations but had been unable to achieve promotions because of the infrequent job turnover of higher level services supervisors or middle management personnel. The clerical and elibibility supervisors, on the other hand, saw possibilities for actual promotion for either themselves or their supervisees if a performance-based training or promotional program could be established. The task force consisted of six supervisors working in the elibibility wing of the department, which determines whether or not potential clients are eligible for assistance; and six supervisors in the clerical wing of the department that handles all clerical needs. The members of the task force were recommended by their supervisors and volunteered to participate on the task force. They came from several of the department offices throughout the county.

THE PROCESS OF THE TASK FORCE

After an introductory meeting which served to explain the purposes of the task force, it went to work on exploring the feasibility of a performance or competency-based training or promotional program for the department. It decided that the best way of testing the feasibility would be to begin to develop such a program and see what uses could be made of it. The first step in developing the program was to make a decision about which level of employee within the department the program would be developed for. Several alternatives were discussed, including the possibility of looking at clerical workers, eligibility workers, middle management personnel, elibibility supervisors, clerical supervisors, services workers, and services supervisors. After a lengthy discussion weighing the pros and cons of each choice, the group decided to divide into two groups, with one working on eligibility and clerical supervisors, and the other on clerical and eligibility workers. Each sub-task force consisted of some clerical supervisors and some eligibility supervisors.

The next step in the development of a competency-based program was the clarification of the actual responsibilities and duties of the employees whose jobs had been chosen. Using the procedure of "brainstorming," the task force working on the supervisors' jobs (from now on to be called

the supervisors' sub-task force) developed a list of all the duties that eligibility and clerical supervisors perform. The sub-task force working on eligibility and clerical workers (from now on to be called the workers' sub-task force) did likewise for eligibility and clerical workers. The UCR group facilitators then broke these lists into categories which were validated by the total group.

Fine and Wiley, An Introduction to Functional Job Analysis, have developed various scales of worker functions as they relate to data, people, and things. After the task force studied this material the two sub-task forces related the lists of duties they had developed to these functional task scales. A very specific task statement was written for each category of job responsiblity for each level on the scale that could apply. For example, for the budgeting responsibilities of supervisors a task statement was written for comparing, copying, compiling, computing, analyzing, coordinating, innovating, and synthesizing data; taking instructions - helping, serving, exchanging information, coaching, persuading, diverting, consulting, instructing, treating, supervising, negotiating, and mentoring people; and for tending, handling, manipulating (operating-driving-controlling), and precision working with things. In this way very specific statements describing all the tasks performed by welfare supervisors and eligibility and clerical

workers were developed. This process required several sub-task forces arranged its task statement according to functional levels, thus giving a pictorial representation of the levels of difficulty primarily required to perform the job responsibilities. The other sub-task force arranged its task statements strictly according to the major categories of job responsibilities.

From these very specific task statements, which spelled out in precise terms exactly what actions these employees are required to carry out, it was very easy to go to the development of lists of competencies required to adequately perform them. The sub-task forces listed all the attitudes, knowledges, and skills required for each task statement. In addition each task force specified the ways in which they felt they or others had, or could acquire, these competencies.

While these lists were not refined or completed, it was agreed that the task force had gone far enough to make a recommendation about the feasibility of a competency-based program. The task force concluded that there is much validity to the competency-based approach, and developed some recommendations to be presented to the Social Services Department administration. These recommendations were that the department explore the possibility of using competency-based procedures for employee selection, evaluation, promotion and training. The task force presented these recommendations at a meeting of the department administration and their supervisors.

University Extension had invited Sidney Fine, co-author of An Introduction to Functional Job Analysis, to Riverside for training of its staff. University Extension offered the services of Dr. Fine to the Social Services Department for two hours during his visit to Riverside in order to answer questions of the task force or the department administration regarding implementation of performance-based procedures. Dr. Fine met with the welfare task force and the department administration on June 6 and discussed the "task bank" of welfare department employees he had already developed through the Upjohn Institute. He also answered questions about the uses and implementation of performance-based procedures.

University Extension hopes to continue working with the Department of Social Services to further develop competency-based procedures and training programs for department employees.

FINDINGS AND CONCLUSIONS:

1. List of tasks and functions of supervisors generated through "brainstorming" method.

(see following pages)

SUPERVISORS

* Training new workers
* Keeping up with procedures & policy changes
* Understanding workers' jobs
Budgeting for units
* Arbitrate personnel differences
* Interviewing & hiring & firing (new)employees
* Auditing case records
* Writing worker evaluations
* Meet with workers to conference & counsel, explain policy, discuss problems
* Help workers
* Meetings in groups
* Answer questions about procedures, finances
* Gather information for management, staff, etc.
Represent agency at various community functions
* Maintain confidentiality of agency information
* Answer quality control forms
* Enforce legal regulations & follow
* Maintain building security
Attend community functions
Special assignments --P.R.
Acquire training--upgrade self
* Communicate to administration for staff
Communicate to staff for administration
* See that monthly reports are done weekly
* Solve problems of relevant community agencies
* Answer inquiries asking of other agencies --refer to other agencies-
* Approve immediate needs
Handle staff emergencies
Open door to answer questions of workers
Interpret manual to worker
Write job procedures
Write job descriptions
Interview angry or difficult clients
* Develop new procedures
Answer client complaints
* Instilling confidence in workers
* Plan office layout
Maintain equipment & Building
Order Supplies
* Encourage employee self-development
Handle clients' emergencies
* Suggest improvement to management
Suggest changes to management
Help workers with discharge of emotions
* Create cooperation with other units
* Manage work load
* Plan work schedules & distribute
* Identify agency-unit priorities
* Delegate work load

Clerical Workers

Talk to clients/see/phone
Type letters
---forms/clients/other agencies
---card, i.d.
---lists
Issue food stamps
File cases, papers, cards
Call for new case numbers
Set-up cases--assemble case forms --head up w/name & address
Sort and distribute mail
Control-open-review-read income report
Make judgement--send client letters if not complete
Send letters of discontinuance if file not computed
Act as receptionist
Order supplies/determine needs
Unstopping plumbing/mop waiting room--emergency housekeeping
Compile statistical reports--case load count
Surveys-birthdays, soc. sec. vital statistics/identify categories of cases
Control: check for income, etc.
Establish tickler files
Xerox and duplicate
Screen questions phoned in/if EW not needed
Answer all outside inquiries from other agencies, etc.
Pull files on closed cases, pact and sent to MLI
Medical bank clerks do budgets--client liability

File county and State manuals-memos
State Circulars
Translate for Spanish-speaking clients
Interpret meaning of regulations, forms, procedures, other referrals

Compile sample lots* for Q.A.
* 25 cases
Duck thrown chairs
Talking with eligibility-services-supervisors
Cases, clients, problems, telephone calls
Talking and Relaying messages for workers
Maintain county cars - records, who has them, parking, mileage see that they are serviced
Takes mail to Post Office
Keeps records of postage meter-take meter to PO for refill
Goes to bank to get money orders for food stamps purchases
Responsible for security of food stamps--lock & key--keep records/food stamp identity card for client
Medical affidavits kept under lock & key
Type general relief purchase od.
Maintains inventory & equipment and records
Clerical support for services, put together cases, telephoning, reports, assigned cases
Monthly, 6-wk. control, quarterly reports
Physically pick-up for EW's out baskets or SW's--sort distribute
UPS-prepare & maintain record
Deliver and pick up cases

Maintain client's right to choice--own determination in relations to applications, etc.
Keep cool under stress--racial Non-discrimination
Maintain own typewriter--clean keys--change ribbons--send out to be repaired

Clerical Workers, cont'd.

Organizing, planning, setting priorities on how tasks will be accomplished
Maintain confidentiality in relation to any information--specifics

Basic knowledge of agency-department programs--personnel/procedures for referrals

Eligibility Workers

Know program regulations: legal requirements for aid--keep on top of changes
Phone calls from clients--not getting checks--no money--family problems
Office calls
Home calls
Explain how system works--worker flow process
social service referral
Research & answer--gather data from client & system--in relation to cash, medical card, stamps (food), or social service referral, or to other agencies, i.e., soc. sec., va, DIB, UIB, or aid categories w/in agency
Reinvestigations in relation to eligibility for aid-annual to 12 months
Prescreen inquiry-form w/basic family info--examine for aid applicable

Give client appropriate application form and help fill out--translate/interpret meanings
Review application form for completeness and check for authorized signature
Hand out verification list--documents needed to approve eligibility--insurance policy, car registration, property deeds
Tell/explain client's legal responsibility & have client fill & sign that he understands--EW sig.
Individual & group interviews for applications and re-aps.
Compute budgets for aid payment
Authorize medical cards
Planning & organizing time, materials
Knowing how to set priorities
Able to cope/irrate clients, upset clients--PR--communication

CATEGORIES OF BROAD TASKS FOR SUPERVISORY CAPACITY

I. Administration

A. Fiscal

1. Budgeting for units

B. Plan & Equipment Management

1. Maintain building security
2. Plan office layout
3. Maintain equipment and building
4. Order or approve order of supplies
5. Request equipment

C. Communication and Linker

1. Gather information for management, staff
2. Maintain confidentiality of agency information
3. Communication to administration for staff, exchange information
4. Communication to staff for administration
5. Create cooperation with other units.

D. Change Agent

1. Develop new procedures
2. Suggest improvements to management
3. Suggest changes to management

E. Community and Public Relations

1. Represent agency at various community functions
2. Maintain confidentiality of agency information
3. Attend community functions
4. Special assignments--PR
5. Solve problems of relevant community agencies
6. Answer inquiries asking questions of other agencies--refer to other agencies
7. Answer questions from community
8. Handle non-staff emergencies
9. Interact with clients--interview, answer, handle

II. Supervision

A. Help Workers to Facilitate Work

1. Understand workers' jobs
2. Answer workers' questions about procedures, finances.
3. Meet with workers to confer and counsel--explain policy--discuss problems
4. Open door to answer questions of workers
5. Interpret manual to workers
6. Encourage employee self-development in present job (work-related)
7. Help workers with discharge of work-related emotions
8. Encourage and motivate workers.

B. Train

1. Train new workers
2. Keep up with procedures and policy changes
3. Upgrade self

C. Monitor

1. Answer quality control forms
2. Check if legal regulations are followed
3. Audit case records
4. Control attendance records
5. See that reports are done

D. Personnel

1. Arbitrate personnel differences
2. Hiring & firing (new) employees
3. Write worker evaluations
4. Encourage employee to prepare for job advancement
5. Refer employees for appropriate counseling or health agency
6. Approve attendance records
7. Handle staff emergencies
8. Write job descriptions and procedures

E. Plan and Implement Work Load

1. Manage work load
2. Plan work schedules and distribute
3. Delegate work load
4. Identify unit priorities

Examples of Levels of Task Activities for Fiscal Responsibilities of Administrators and Supervisors

FISCAL

Budgeting for Units Under Supervision

DATA

Level One:	Comparing: Arranges data about people, equipment and other supplies in order to determine needs for coming fiscal year.
Level Two:	Copying: Post data about staff, equipment and supplies to budget sheet; following with a justification of any increased expenditures.
Level Three:	Computing: Perform arithmetic operations to arrive at estimated amount of equipment and personnel supplies needed.
	Compiling: Gathers information about workload in order to predict future growth with increased needs.
Level Four:	Analyzing: Examine and evaluate data with reference to criteria, standards to determine consequences and consider alternatives.
Level Five:	Innovating: (None)
Level Six:	Synthesizing: (None)

PEOPLE

Level One:	Taking Instructions, Helping, Serving: Attends to work assignment of completing fiscal budget for unit.
Level Two:	Exchanging Information: Talks to other employees to obtain statistical information or data necessary for computing budget.
Level Three:	Coaching: (None)
	Persuading: Persuade workers to be more economical with supplies. Persuade supervisors that your increased needs are justified.

Level Four: Consulting: (None)

Level Five: Supervising: (None)

Level Six: Negotiating: (None)

Level Seven: Mentoring: (None)

THINGS

(Casual/Nominal Use Only)

Example of How a Task Competency is Demonstrated

(see following pages)

Area: ADMINISTRATION, Public Relations

People:

LEVEL	Knowledge	How Acquired	Attitude	How Acquired	Skills	How Acquired
TAKING INSTRUCTIONS HELPING, SERVING	Knowledge of who to take orders from	Work experience	Teachable, attentive, willingness to listen, but not overly cautious or overly aggreable	Life and work experience		
EXCHANGING INFORMATION	Written and oral communications and feedback techniques	Life, work and formal educational experience	Clarity, transparency, responsiveness, professionalism	Life and work		
COACHING	Knowledge of agency and community service resources and knowledge of human behavior; effective referral techniques	Life and work experience	Willingness to become involved in problem-solving	Life and work experience		
PERSUADING	Knowledge of human behavior; knowledge of the agency	Life, work and formal educational experiences	Inspirited, strength of character, willingness to champion an unpopular view, objective	Life and work experience		
DIVERTING	(none)					
CONSULTING	Current and historical knowledge of the agency and the community	Life and work experiences	Reliability, proven objectivity, and accuracy, credibility, sense of ethics, attitude of humility	Life and work experiences		

TASK: ADMINISTRATION, Public Relations

People:

LEVEL	Knowledge	How Acquired	Attitude	How Acquired	Skills	How Acquired
) (cont.) INSTRUCTING	Knowledge of the agency, its programs, goals and job opportunities; basic knowledge of group behavior and adult learning	Life, work and formal educational experience	Desire to help, empathy, receptive to information		Ability to build and maintain a network of relationships within and without the agency.	

Statements of benefits to agency that were gained by participation in task force activity excerpted from a memo from the Staff Training Officer to the Director of Social Services, Riverside County.

Immediate Payoffs to the Department:

1. A model for supervisory consensus on which are their essential tasks and those of their employees.

2. A means to evaluate when an employee is performing his job at an acceptable level.

3. A tool for Personnel in redesigning the employee evaluation form so that it reflects a measure of how well the worker is performing his essential tasks and/or in working through the State Merit System to update task statements and essential skills.

4. An analysis for Staff Development of the level of competency required in the four identified positions and suggestions about areas in which developmental support is needed.

5. An improved communication link to the University in which they know who we are, what we do, and what courses they might offer that would be immediately responsive to our work-related learning needs while members of the Task Force know the campus and some university staff and may feel more comfortable in venturing over for instruction.

6. Supervisors in the Task Force are learning how to work with outside committees and are improving their analytical, communications, and planning skills.

RECOMMENDATIONS:

The procedure followed proved to be basically successful and useful. However, the UCR consultants involved with the task force do have some recommendations to make that they feel would lead to a more successful result if adopted by any future task force. These are as follows:

1. The purpose of the task force should be made very clear from the beginning; there should be absolutely no doubt among task force members about the motivation of their administration and the goals and methods of the task force.

2. Rather than use the functional job levels of Fine and Wiley, it is recommended that task forces move directly from categories of job responsibilities into writing a task statement. Trying to write a statement for each functional level made the task far more time consuming than necessary. In the case of a welfare department, where Fine has already developed a task bank, the use of these task banks as starting points would save considerable time.

3. A task force should limit its focus rather than try to deal with more than one type of job.

4. Representation from the administration of the agency should be included on the task force to increase the possibility that the efforts of the task force will be put to use after it disbands.

CHAPTER V

USE OF PERFORMANCE-COMPETENCY CONCEPTS IN COUNSELING NON-TRADITIONAL STUDENTS IN COMMUNITY COLLEGES

INTRODUCTION:

Community colleges are the first level of collegiate education available to youth and adults after completion or termination of secondary education. They are usually the nearest, the most economical, most open in admission requirements, and the most diversified in curricular offerings. Key personnel in helping students make effective use of educational opportunities in community colleges are counselors and program advisors. Both full-time enrolled and part-time enrolled full-time employed (66% of those enrolled) make use of their services. In promoting increased understanding and utilization of competency-based learning in the Riverside-San Bernardino area, the inclusion of a component involving community college counselors was obviously desirable.

PURPOSES:

Purposes of the community college counselors component in the UCR Extension Postsecondary Education Project:

1. To widen the base of concern for competency-based education.
2. To increase planned attention to alternate paths in the continuing education of adults.
3. To improve counseling services for non-traditional students (part-time, fully employed).
4. To develop a task force for designing programs of competency-based training for community college counselors.

PROCEDURES:

Each of the nine community colleges in the two county areas was invited to send one or more counselors to a series of six meetings held at a central location. The only stipulation was that the participating counselor be one with experience in working with non-traditional students. Staff from the UCR Extension Postsecondary Education Project met with the community college representatives to provide an information linkage and to prepare summary reports of discussions. The format of each meeting provided for a review of ongoing experience in each college and for open discussion of directions of improvement. Topics discussed by counselors included:

1. Anticipated Changes in Postsecondary Education during the next several decades.
2. Characteristics of a Community College of the Future.
3. Some Procedures now being used in Community Colleges to expand opportunities for Non-traditional students with special reference to trainee performance.
4. Responsibilities of Counselors in working with non-traditional students
5. Essential competencies of community college counselors for effective work with Non-traditional students.

FINDINGS AND CONCLUSIONS:

1. Anticipated changes in postsecondary education during the next three decades:

   in populations served:

While the traditional college populations (age 18-24 recent

high school graduates) will continue to be numerically the largest group served in all institutions, their numbers will level off and show a relative decline. The number of part-time or non-traditional students already is almost double that of full-time students in community colleges.

Non-traditional college students seeking full four-year degrees will increase, including:

----those who cannot afford the time or cost of conventional higher education;

----those whose jobs and/or family situtation prevent full-time attendance;

----those who have been constrained by conditions beyond their control from equal participation in advanced education;

----those whose secondary preparation has been inadequate;

----those with interests and talents not served by traditional education;

----those who have failed to take advantage of educational opportunity and come to regret it;

----those who have become technologically unemployed and must retool themselves in mid-career;

----those who are elderly and found no educational opportunities present at an earlier age, or who can be moved to new levels of interest;

----those who are in prisons or hospitals or confined by illness in their homes.

In Diversity of Educational Programs:

"college education" of the future will include:

----traditional college education
----special programs for groups with special needs
----general and specific occupational training
----education for personal development and affective development

----vast increases in part-time education
----close coordination with private colleges and universities
----employer training programs
----apprenticeships
----off-campus classes
----on-the-job training
----education in the military services
----educational credit for national service programs
----increased education by mass media
----downtown centers for individual counseling and study

In Financing:

----the costs of college education will increase but the rate of increase in cost will be forced down toward the rate of increase in the G.N.P.

----Federal Aid to colleges will continue but will change from continuing program support to college support for special projects and to direct aid to students.

----students and parents will be forced to bear increasing portions of the costs of higher education.

----public colleges serving overlapping areas could be forced to coordinate services in order to reduce duplication.

In Management:

----college administration will involve increasing participation of faculty and students

----colleges will be expected to tighten fiscal controls, and to improve auditability in terms of some measure of production

----procedures in college administration will become more visible with conflict issues kept open until resolution

----effective management will require improved forecasting of community needs, employment trends, population changes, and student interests

In Student Services and Activities:

----continuously accessible counseling open to enrolled students and adults

----improved referral services that effect coordination of college counseling with public and private counseling services available in the community.

----maintenance of current information on educational opportunities, employment opportunities, volunteer service needs, cultural activities, recreational opportunities and community events with educational potential.

----coordination of college athletic, cultural, social and recreational activities with community activities.

----planned linkage of college personnel services with the needs and activities of special ethnic, age related, residential area, or other interest groups in the community served.

In Methods of Instruction:

----reduction in instructor-centered information-giving teaching

----increases in extent & a variety of student response

----increased use of mass media for information giving

----increased use of individual study, using study carrels, learning laboratories, programmed instructional materials, tutoring, student-teaching-student, and other innovative procedures.

----increased use of teacher-aides and other paraprofessionals

----increased linkage of instruction with student performance goals

----increased attention to noncognitive learning, cultivation of sensing, movement, interpersonal relationships.

In Methods of Assessing and Reporting Student Growth:

----Greater respect for competencies acquired than for time spent in school

for life" patterns for individuals

----increased responsiveness to a lifelong need for education, with reductions in the preponderance of college concern for the welfare of a minority youth

----increased responsiveness to a society that is as much concerned with the quality of life as with the quality of production

----increased responsiveness to a "steady-state" environment, as opposed to a constantly growing economy and society.

Some Characteristics of a Community College for the Future:

Open Access:

----access by admission of all legally admissable residents
----access by location of study facilities where people are
----access by frequent entry dates
----access by programs tailored to fit learners individually and in special groups
----access by instruction in a climate that accepts individuality
----access by growth assessment procedures that encourage continued effort,

The Total Population is the Target:

----traditional programs for youth
----coordinated with employment programs for the working population
----special programs for ethnic groups, senior citizens, housewives, and parents
----self-study programs for the solitary.

Multiple Options:

----programs leading to professional careers
----programs combining work with study
----on-campus and off-campus opportunities
----allowable transfer from one program to another
----counseling on program choices and changes

Responsive to Community Needs:

----organized contact with the community program
----involvement of a cross-section of community residents in college planning
----maintenance of current data on community populations, activities, and resources
----a built-in relationship of college administration and faculty with the community

Uses of Community Resources:

----instructional facilities when available and adaptable
----community "experts" as teachers and other college workers
----recreational and cultural facilities when available and adaptable
----community leaders in program planning
----community library and communication media when adaptable

Serves the Whole Man:

----include courses and programs that are noncognitive, that deal with the senses, the feelings, the motivations, and the spirit of man
----relate college programs to the governmental, social, cultural and recreational programs of the community
----make the college a center for people to come together to share experience.

Makes the College an "Educational Broker" for the Community:

----maintain liaison with all educational and training programs
----make current information about educational options available to community residents
----provide counseling on educational options
----work toward negotiability of credit of equivalent educational programs
----work toward reduction of unneeded duplication of services.

Is Performance Conscious:

----maintain fiscal auditability through good business practice
----work toward program auditability by defining objectives in performance terms, by involving faculty and students in objective assessment when adaptable to the field of study
----keep open contacts with the community that provide a continuing feedback on the effectiveness of college programs.

Some Procedures Now Being Used in Community Colleges to Expand Opportunities for Non-Traditional Students

Counselors from the community colleges in Riverside and San Bernardino Counties identified numerous procedures being followed in all or in some of the colleges in opening up alternate approaches for educational advancement. Many of these procedures recognize the validity of performance or competency as a basis of education. These procedures included:

1. Provision of organized education programs, both degree and non-degree, leading to preparation for employment.

2. Open enrollment of all eligible students without restrictive admission requirements, and with more frequent admission times.

3. Admission to occupational programs on basis of out of school work experience.

4. Counseling on educational planning, career choice, and selection of training programs.

5. Authorization of individual programming and progression, including such features as partial credit, and expanded time frames for completion.

6. Support services for students deficient in basic education including special classes, tutoring, learning laboratories, individual study, and programmed instruction using multimedia packages.

7. Provision of organizing credit bearing on-the-job work experience.

8. Evaluation and acceptance for credit of prior work experience.

9. Credit by examination, including demonstration of competency by performance.

10. Provision of off-campus out-reach counseling centers to provide information and facilitate college entry.

Responsibility of Community College Counselors in Working With Non-Traditional Students:

Continuously accessible counseling open to enrolled students and prospective students:

A. Mobility of counselors to sites where need is identified (both on and off campus).

B. Special attention for special groups of non-traditional individuals. (Women, parolee, disadvantaged, special skills group, handicapped, etc.)

C. Information dispensing where needed for recruitment and for guidance.

Referral Services that coordinate college counseling with public and private counseling and information services available in the community.

A. Utilize specialities within the role of the counselor. (Utilizing strengths of each individual counselor in an identified area).

B. Utilize reliable and consistent means of maintaining open lines of communication with every available referral source. (Clinics, industry specialities, churches, county support groups, special interest groups, etc.)

Maintenance of current information on vents and organizations with educational potential, such as:

A. Educational opportunities locally, statewide, and nationwide.

B. Volunteer service needs.

C. Cultural activities.

D. Recreational opportunities.

E. Community activities.

Acceptance and fostering of the concept of an "open" learning society.

A. Flexibility in programming and awarding of credit.

B. Internalize the concept of the individual and his identified potential and goals.

C. Special classes and/or opportunities for self-exploration and Life Planning.

D. Facilitate making the college a center for people to come together to share experiences.

E. Be instrumental in encouraging the use of the college facilities by the community at large.

F. Provide counseling on educational options within the college and outside of the college.

Academic Advising that broadens horizons for the Individual.

A. Programs leading to professional job clusters.

B. Programs combined with work on a related job.

C. Career guidance and testing which is up-to-date and accessible to both enrolled and prospective students.

D. Roster of non-college resource people for student referral.

E. Knowledge of non-cognitive factors and methods of fulfilling the motivational needs of the students.

F. Patient and in-depth counseling on program choices and changes.

Recognition of who is a non-traditional student or prospective student and the means of making a meaningful, motivating contact.

Definition of non-traditional clientele:

A. Those who cannot afford the time or cost of conventional higher education.

B. Those whose ethnic background has constrained them from full participation in the educational establishment.

C. Those whose secondary preparation has been inadequate.

D. Those with interests and talents not served by traditional education.

E. Those who have failed to take advantage of educational opportunity and come to regret it.

F. Those who have become technologically unemployed and must retool themselves in mid-career.

G. Those who are elderly and found no educational opportunities present at an earlier age, or who can be moved to new levels of interests.

H. Those who are in prisons or hospitals or confined by illness in their home.

Essential Competencies of Community College Counselors for Effective Work with Non-Traditional Students

1. The counselor must have an understanding of self which will give:

   A. A recognition of his own value system.
   B. A recognition of his own biases.
   C. A recognition of his limit of expertise--know when to refer.
   D. A recognition of the right of others--be non-judgmental.
   E. A positive life-orientation which will produce cues that demonstrate positiveness toward the counselee.
   F. A self-security which will be demonstrated in encouraging decision-making by counselee.

2. The counselor must have the training and skills necessary to recognize the counselee's individuality and his particular needs. In addition, the counselor must have the skills to assist the counselee to explore the most satisfying alternatives to maintain the individual and fulfill his needs.

3. The counselor must be perceptive to cues given by the counselee, either positive or negative, and respond appropriately.

4. The counselor must have competency in understanding and appreciating the uniqueness of the needs of the non-traditional student. This competence should include experience in such areas as the world of work, supervised, field work, simulation training, or other types of personal experience.

5. The counselor should have a working knowledge of the day-to-day world of the larger and broader clientele represented by the non-traditional student.

10. The counselor should be the cooperative liaison between departments, and the partner of instructors in meeting the individual personal, vocational and social needs of the counselee.

11. The counselor would be trained to assist each individual in achieving the maximum of which he or she is capable.

12. The counselor should be trained to assist each individual to develop the resources necessary for that individual to achieve harmony with his environment--assisting him to make effective use of appropriate community resources.

13. The counselor should be trained in the skills necessary to help each counselee develop a satisfying inner life, through an understanding of the dynamics of life styles, value systems, and motivational responses.

14. The counselor should be trained in the empathatic regard for others, and the process necessary to impart this skill to others--teaching of the skills of intrapersonal and interpersonal communication.

CHAPTER VI

PROJECT EVALUATION REPORT

REPORT OF THE PROJECT EVALUATOR

Extent to which evaluator has been involved in the project activities:

----The evaluator met with the project staff on July 27, 1973 to listen to their plans, priorities and proposed project perimeters.

----Read all project staff memoranda and discussed project progress with members of the staff frequently throughout the year.

----The evaluator attended the first Project Advisory Committee Meeting on December 7, 1973 and wrote an evaluation report concerning the meeting for consideration by the project staff.

----The evaluator attended the final task force meetings and their report sessions on May 29 and May 30.

----The evaluator attended the final Project Advisory Committee Meeting on May 31 and wrote an evaluation statement concerning final task force meetings and final Advisory Committee Meeting.

Extent to which project fulfilled its objectives:

OBJECTIVE 1:

This objective was unrealistic in its original form and was reduced by the staff to a more reasonable size task. It was partially completed. The information needed in many cases was not available. The partial matrix developed illustrated what could be done in a follow-up project.

OBJECTIVE 2:

The project report reflects the fact that the staff accomplished this objective to a greater extent than any of the others. The written reports made on the basis of visits and the contacts made with consultants later invited to speak to the Task Forces and Advisory Committee may have made the greatest impact for change.

OBJECTIVE 3:

This objective was not accomplished although the staff provided evidence that careful consideration had been given to this item. The evaluator feels that the objective was unrealistic and unattainable.

OBJECTIVE 4:

This objective was accomplished with some exceptions. One of the committees was composed of elementary principals who were helped by the staff to make a task analysis of their own positions. Although the elementary principals were observed by the evaluator to be learning how to identify their own competencies the time spent on this task was only partially related to the objectives of the project by providing an in-service training function for principals. The task force in human services made the greatest strides in meeting the project objectives and in making a lasting change in the employment practice of the Welfare Department of Riverside County.

OBJECTIVE 5:

This objective hopefully will be accomplished through the work of the task force members when they go back to their employing agencies and serve as change agents. Their understanding of competency-based career education has been broadened and it can be reasonably expected that changes will occur in the selection and training process as a direct result of this project.

CHAPTER VII

CONCLUSIONS AND RECOMMENDATIONS

CONCLUSIONS AND RECOMMENDATIONS

Conclusions:

Generalizations concerning competency-based learning observed by the project staff are:

1. Competency-based learning is presently an innovative and alternative approach for a few degree-granting institutions. For these few, competency-based learning is a total process involving new methods of learning, new institutional missions, new uses of resources and facilities, and new types of transcripts.

2. Competency-based learning is well established in training programs for jobs and occupations. Necessary competencies are not related to requirements for a degree.

3. Vocational training programs incorporate many of the attributes of competency-based learning.

4. The "degree" continues to be the most negotiable evidence of learning, whether earned in a traditional institution or through a competency-based learning institution. Therefore, it remains as the primary enabler of social and economic mobility.

5. Certification of competencies is required for entry to certain occupations and industries. In few instances, however, are these competencies applicable toward degrees.

6. There is no established procedure for defining and validating competencies needed for a broad liberal education. Each institution, therefore, needs to formulate its own process.

From these generalizations, we reason that three models for competency-based learning are evolving at different stages. The first, "The Degree Granting Institution Model" has become a viable alternative for postsecondary education in a few institutions. This model is being tested and

and receives the major proportion of available funding.

The second, "The Employer-Institutional Based Model," was developed during this project. It has potential for application in this region because it is supported by the broad-based non-academic professional advisory committee, and key administrators willing to implement it in their own agencies. Though it has not been tested fully, this model should be applicable in other regions where institutions and employing agencies are able to develop the necessary relationships.

The third, "Learner Based Model," has value for persons whose motivation for continued lifelong learning needs a structured approach. This is a hypothetical model that has not yet been developed and merits further consideration.

The following chart compares these three models and typical postsecondary institutions. (See following pages)

Characteristics of Typical Institution of Higher Education	Characteristics of Degree Granting Institution Model of Competency-Based Education	Characteristics of Employer-Institutional Based Model of Competency-Based Education	Characteristics of Learner Based Model of Competency-Based Education
I. PROGRAM OBJECTIVES			
- To maintain a quality educational institution. - To expand the body of human knowledge and scholarship. - To produce scholars that reflect well upon the institution.	- To provide an alternate structured postsecondary path toward a degree. - To share the responsibility of curriculum development and use of resources with the learners. - To provide the learner with a cognitive awareness and applicability of knowledge, skills, and abilities gained.	- to provide evidence of specific skills and abilities which relate to a job. - To recognize learning that may take place in settings other than the classroom. - To have the selection of learning activities shared by employer, educational institutions, and the employee. - To certify competencies possessed and gained by the learner.	- Objectives vary from learne to learner but provide the learner with evidence and awareness of knowledge, skills and abilities posses and gained that meet the personal and occupational n need of the individual.
II. AUTHORITY MANDATED BY:			
- Legislation - Board of Trustees	-Legislation	-Cooperative committments by -an employer or occupational group, and, -at least one postsecondary educational institution -Specifically identified roles and responsibilities of both participants.	- Individual desire to impro one'spotential capabilities.
III. PROGRAM DETERMINED BY:			
- Tradition - Trustees - Administration - Faculty Professional, Departmental and research considerations - Graduate Schools	- Administration, and - Faculty - Students (current and potential) - Community including employers graduate schools, non-academic professionals	- Employer needs and ability to recognize validated competencies - Availability of expert resources - Institution's capabilities to provide resources	- The individual learner - Existing job and community resources - Access to postsecondary "part time" enrollment.

		III., cont'd. for evaluation, weighing of competency values, and validation of learning via transcript keeping and certification. -Employee's willingness and ability to gain competencies designated by employer.	
IV. FINANCIAL SUPPORT FROM: - Public taxes (public) - Endowment (private) - Student fees and tuition - Grants and Contracts	- Public taxes - Grants and Contracts - Student fee and tuition - Endowments	Initially, external funding will be needed to start up such a program, but once operational, financial support will be through: - Employer or employer group; (through contribution of space, release time of expert mentors, or redefinition of tasks of key employees or supervisors) and making on-the-job time for training available to employees. - Validation and certification fees paid by learner.	- The individual learner - Adult education programs - Community Colleges - Other educational institutions (public & private) - Employer participation
V. FACULTY SELECTED ACCORDING TO: - Academic credential or degrees - Publications - Committment to discipline (offered by institution)	- Evidence of competency by: -previous performance and experience -academic degrees - Evidence of teaching skills - Committment to concept of competency-based learning and institutional goals. - Background in discipline related to identified student needs.	-Recognition of competency by: -employer -validating institution -employees seeking competencies	-Individual learner chooses programs and/or mentors from those available and willing.

I. FACULTY RESPONSIBILITIES			
-Participate in departmental decisions -Teach required number of courses -Research and publication in principal discipline -Participate in extracurricular activities	-Participate in determining and fulfilling institutional objectives. -Student advisement and evaluation -Provide variable modes and opportunities for learning -Development of external resources	-To work out competency-based learning program for both individuals and small groups. -To establish standards of evaluation and assessment. -To work out a system of verification which meets the employer's and the validating institution's needs.	-To work with the learner in evolving a structured process of learning -To verify learning by observation and/or assessing completion of measurable learning objectives. -To provide expert assessment of unmeasurable objectives.
II. STUDENT PROFILE (TYPICAL)			
-Non-Employed -Fulltime student -Age 21 (median) -Educational goal is primarily degree-oriented	-Employed full time -Employed part time -Age 29 (median) -Educational goal is career or occupation oriented	-Is employed in the occupation where upgrading of competencies will directly benefit self and employer -Has the ability to function in an independent manner to gain competencies desired. -Already possesses a traditional degree or -employed in occupation in which degree is not a prerequisite for job entry or promotion	-Self-motivated -Willingness to experiment -See development of his/her own ability as being important or more important than earning a degree.
III. STUDENTS SELECTED BY:			
-Meeting institutional prerequisites -Ability to choose a major by a combination of courses offered. -Ability to pay fees, tuition and living expenses. -Ability to 'fit in' with existing educational environment	-Meeting institutional prerequisites -Ability to define and state educational goal -Ability to perform from internal self-initiated tasks and objectives. -Ability to pay fees and tuition.	-Employer or occupational group. -Self upon availability of a competency training program.	NO SELECTION PROCEDURE

IX. STUDENTS RESPONSIBILITY			
-To create a study plan from the option of courses which fulfill requirements of a major. -Fulfill institutions' requirements for graduation. -To see himself as a "full time student" -To meet course requirements in satisfactory manner	-To plan his own path of learning while fulfilling institutional requirements for graduation -To complete each competency sought by stating: -mode of learning to be used -time span in which learning will take place -methods of evaluation and assessment that will be used to verify that a competency has been gained.	-Assess skills, knowledge, and competencies already possessed. -To work out a learning plan for providing evidence of new competencies to be gained. -To complete stated objectives within a reasonable time frame.	-To initiate own learning plan. -To generate cooperation from those he might learn from. -To organize his own statement of competencies possessed, gained, how gained, and how verified.
X. LEARNING IS IDENTIFIED BY:			
-Maintaining sufficient number of units and grades -Compiling sufficient number of units of credit organized to fulfill a major and meet graduation requirements -Meeting the individual criteria of learning as established by a variety of instructors using different methods, quality standards, and grading. -Ability to respond in writing about subject studied	-Gaining competencies which are measurable or unmeasurable but verifiable by expert observers -Gaining competencies which: lead to occupational employment or upgrading that reflect as accurately as possible the actual capability of the student. -Gaining a cluster of competencies which provide evidence of having met the expectations of the institution, and are deemed equivalent to the standards of a traditional degree. -Ability to perform competency sought.	-Gaining competencies that will be useful in overall job performance. -Meet the employer's criteria of learning. -Gaining competencies which justify merit increases, lateral transfer, or occupational upgrading -Ability to respond in writing and/or perform competency sought	-Utilizing available resources to structure an individual program of learning which enriches his personal life and enhances his potential for occupational mobility. -Ability to organize methods of communicatingaand verifying competencies gained.

XI. METHODS USED TO PROVIDE LEARNING			
-Student attends classes in facilities provided by institution. -Student accepts faculty provided by institution -Student conform to time schedule determined by institution -Student is assumed to have learned if: -he attends lectures -he reads prescribed readings -he completes assignments -he takes adequate notes -he passes examinations and/or term projects	-Student may choose from the following or any combination of them -classes in facilities provided by institution -classes offered in other institutions -a learning program offered in facilities provided by another agency -individual instruction from an expert practitioner -selection of persons in the community who would serve as adjunct faculty -student enters program at any time and set own time schedule -Student is assumed to have learned if: -he completes the modules in his learning plan -he can demonstrate the competency gained -he has both institutional and external verification of learning	-Student may attend classes -as provided by employer -as available in other institutions but approved by employer -or student is provided with individual training either on the job or from an individual mentor from another agency or institution -Student seeks to gain competencies desired by both the employer and himself. -Student and employer negotiate time schedule -Student is assumed to have learned when: -he can perform tasks according to standards determined by employer and validating institution.	NOT APPLICABLE
XII. UPON COMPLETION OF REQUIREMENTS, STUDENT RECEIVES:			
-Diploma -Transcript showing courses taken, units acquired, and grades received in each course.	-Diploma -Narrative transcript which identified competencies gained methods, and resources used to gain them, and how assessment, validation, and verification took place.	-verification of competencies gained by employee -a validation by participating postsecondary institution by: narrative transcript and/or units of credit and/or certificate of competency	-self-developed, personal resume which outlines students self-structure learning program and incorporates evidence of competencies. -greater sense of self-worth -an alternate potential for gaining new employment opportunities

RECOMMENDATIONS AND GUIDELINES FOR REPLICATION

The principal recommendation of this report is that the "Employer-Institutional Based Model" for competency-based learning be implemented. Many of the steps included in this recommendation have been tried through this project. However, they include modification and additional steps which require further study and testing.

Step 1. Identification of principal implementor:

This was determined by the nature of this grant and resulting project. University Extension of the University of California, therefore, became the principal implementor. In future replication of this step, the principal implementor could be any of/or a combination of the following:

----A postsecondary educational institution or a department, division, or graduate school within it.

----An employer's association or professional association.

----An agency where traditional degrees do not fully equip personnel with necessary competencies for functions to be performed.

----The personnel department of a public or private agency.

Step 2. Formation of a broad based advisory committee:

Such a committee should include top level management professionals from the community. The purpose served by this committee would be:

----Explore the concepts and applications of competency-based learning

----Identify agencies, jobs, or occupations which currently use some form of competency-based learning.

----Identify uses of competency certification for internal and interagency benefits.

----Determine roles of participating agencies in competency-based learning program development

Step 3. Develop cooperative roles and responsibilities between educational institution and agency willing to develop competency-based learning.

----Identify occupational cluster or specific job upon which competency-based learning will focus.

----Determine how competencies are to be designated.

----Determine available training resources.

----Determine how training programs will be financed.

----Determine who will validate competencies possessed or gained and by what means.

----Determine how competencies gained will be utilized by employing agency.

Step 4. Designate jobs or occupations for which competency-based learning will be utilized.

This will probably be done by agency or individual in agency responsible for staff training and development.

Step 5. Identify the essential tasks in a job. This may be accomplished by:

----a trained analyst
----a work supervisor
----a group of employees

Specific procedures for task analysis which generate information useful for training, employee evaluation, and work organization has been developed by Dr. Sidney A. Fine. These may be helpful.

Step 6. Identify the fields of knowledge and skill required for satisfactory performance in each task:

(How to do this and how it flows
from task analysis)

Step 7. Identify methods of assessing satisfactory levels of performance.

----Demonstration
---Work History
----School and College records
----Recommendations
----Tests
----Dossier

Step 8. Develop procedures of evaluating and determining skills, knowledge and competencies possessed by potential trainees based upon satisfactory levels of performance.

They May Include:

----Standardized paper and pencil tests
----Performance tests
----Observation and previous evaluation statements
----Previous training and education

Step 9. Identify methods of acquiring satisfactory levels of competency.

----On-the-job
----College degree program
----Existing college courses
----Specifically designed new courses
----Self-study

Step 10. Plan a program for most direct development of competencies needed for the job that combines the best available methods.

Step 11. Plan procedures for validation of competencies gained which will:

----demonstrate what the individual can do and to what levels of performance

----aid employer in making decisions for promotion or upgrading job of employee

----aid employee in meeting both lateral and vertical mobility need.

----provide evidence which may give external legitimization value to the learning completed.

Step 12. Start the training program.

----Location of training site.
----Instructor and/or mentor.
----Recruitment of trainees.
----Establish training pact between employee and instructor or mentor.
----Evaluate processes.

Step 13. Verify training results.

----Tests
----Observation
----Expert Assessment

Step 14. Develop a transcript showing:

----what competency sought
----methods used to gain competency
----methods used for verification
----weighing of competency for comparison with units of credit.

Step 15. Recording of transcript.

----in employee's personnel file.
----in participating postsecondary institution's files.

When the first recommendation is implemented, negotiations should begin between the principal implementor and a postsecondary institution so that certain competencies or blocks of competencies may receive recognition equal to or in lieu of traditional units of credit leading to a degree.

APPENDIX

FLOW CHART

Postsecondary Education Project:
Development of a Competency-Based Certificate Program in
HUMAN SERVICES, EDUCATION & PUBLIC SAFETY

SOME CONDITIONS IN MODERN SOCIETY THAT SUGGEST A NEED FOR PERFORMANCE BASED TRAINING PROGRAMS

BASIC VALUE DISTORTIONS

Men love wages more than work
Students value grades and degrees more than learning
Employers and workers value prestige above performance
Rewards have become goals

CONSTRAINTS AFFECTING EMPLOYMENT

Employers hire and advance degree holders;
Worker mobility is dependent more upon prestige symbols than upon merit.
Not all degree holders are competent workers;
Job performance suffers from prestige-oriented staffing.
Competent non-degree holders feel by-passed.
Worker incentive for improving competence suffers from non-meritorius staffing.
Worker shortages develop in new jobs not serviced by degree [programs].

CONSTRAINTS AFFECTING EDUCATION

Training programs are more oriented toward degree (or license) requirements than toward job requirements.
Degree requirements are intra-institutional
Training components are researched in the library; they do not flow from assessment of abilities needed to perform jobs.
Courses and curricula become standardized. Student admission and pace become standardized.
Institutional prerogatives outrank worker needs and cost effectiveness in the operation of the training program.

GOALS OF THIS PROJECT: DIRECTIONS OF CHANGE

IN BASIC VALUES

Strengthen the Social and internal value of work.
Reenforce intrinsic values in learning.
Make the values of performance more visible.
Reenforce a rationale for goal directed planning.

IN EMPLOYMENT

Reenforce the values of employment and advancement by merit.
Increase job competency of degree holders.
Develop procedures for improving the assessment of non-degree holders and for identifying competency to employers.
Develop training opportunities for non-degree holders.
Improve the coordination of training and worker needs of employers.

IN EDUCATION

Develop procedures for performance based training.
Demonstrate the feasibility of performance based training.
Coordinate training needs in an employment area with total training resources in the area.
Reenforce intra-institutional and inter-institutional opportunities for open access and individual mobility in training.

SPECIFIC OBJECTIVES

- ready for tryout training program for each job category studied including:
  - -criteria and plans for trainee selection
  - -specific objectives for training
  - -a curriculum including content and method
  - -plans and instruments for performance based evaluation
  - -a system for certifying competency
  - -evidence that the trainees will be employed.
- -procedure for identifying their need and developing new performance based training programs.
- -plans for coordinating the use of training resources in the two-county area.

POTENTIAL SPIN-OFF OUTCOMES

-some counseling tools (occupational, information, training oppotunities information, worker assessment procedures) usable by project sponsor and other counselors.
-a new level of sponsor staff expertise in curriculum development inter-school relations, and public relations.

STRATEGIES FOR CHANGING TRAINING PROGRAMS FROM A TIME BASE TO A PERFORMANCE BASE

PHASE 1	PHASE 2	PHASE 3	PHASE 4
Inventory present training programs in the two county area	Identify jobs One or more in each area that best meet the criteria "Professional Competency" is required Present training programs do not fully prepare Competent workers are scarce Need is steady or increasing B.A. or advanced degrees desirable Employers think performance based training is feasible and desirable	Determine Preparation Patterns of Present Workers Secondary Education Conventional College Part-time courses Correspondence Employer Training Mass Media Self-Study Work Experience	Determine tasks involved Abilities required, and Standards for job levels for selected jobs

PROCEDURES FOR CHANGING TRAINING PROGRAMS FROM A TIME BASE TO A PERFORMANCE BASE

Accumulate catalogues and other publications. Interview college officers.	Organize AdHoc Committees of employers in each area. Committee Input: Project rationale & plan Examples of P.B.T. Committee Output: Jobs that meet criteria samples of workers project evaluation.	Identify samples Structured Interviews Narrative summaries Check lists Records? Work histories	Organize project committee in each field, including employer and employees. Committee Input: Project rationale Examples of P.B.T. Findings from Phase 3 Committee Output: Organized list of tasks Organized list of abilities Organized list of standard Field Observations

PHASE 5	PHASE 6	PHASE 7	PHASE 8
Devise Training Plans for developing competencies required at each level. Include: -Criteria for selecting trainees -Objectives, input program, trainee response program, evaluation plan for each component of knowledge, skill and attitude. -Evaluation of situations and conditions for motivation of training.	Compare developed training plan with presently available training programs to determine needed additions and changes	Plan Implementation of new training programs, including: -formal school components -Part-time schooling -Individual study -Employer training -Ongoing evaluation -Feedback and correction	Determine employability of successful trainees from the program. Re-assess present and future need. Evaluate constraints Secure employer statemer of willingness to hire
Staff analysis and formulation Project committee review, revise and evaluate	Staff analysis. Committee review.	Add school personnel to project committees Committee Input: Project findings to date Staff analysis of needs and plans Committee Output: Training programs Roles of schools, employers, and employees	Evaluation of published data. Field interviews with HRD employers.

PHASE 9	PHASE 10
Effect a Plan for Certification of Trainees. Develop criteria and procedures for evaluation of competency. Develop certification forms and procedures. Secure employer acceptance of certification plan.	Develop Plans For Evaluation of a 'tryout' of P.B.T. -Identify goals and objectives -Develop instruments and procedures for data collection -Plan analysis
Staff analysis and formulation. Committee review and evaluation. Field test with employers.	Consultant analysis and formulation. Staff evaluation Committee evaluation

TEACHER EDUCATION FOR PART TIME INSTRUCTORS

TEACHING CLASSES WHICH ARE COMPETENCY BASED

Before enrolling in the teacher education course, the trainee will have:

1. Ability to demonstrate technical competence in the occupational field for which he will be credentialed. (This will be verified by obtaining several judgments of the prospective teacher by his supervisors.)

At the completion of the teacher education course, the trainee will have the:

2. Ability to analyze his own occupational field and describe the principle competencies of successful workers.

   He will list the major competencies of successful workers in his own occupational field. He will use a system of analysis which designates from five to fifteen major competencies and will verify the system by use of a text or reference book or by submitting his system to an advisory committee for their recommendation.

3. (a) Ability to list for a given course in his occupational field all the measurable competencies expected of a "completing" student.

   He will list all the measurable competencies expected of a "completing" student. The list will be judged to be appropriate and complete by at least one other instructor in the same occupational field and it will, if possible, be assessed by an advisory committee.

   He will divide the measurable competencies into divisions of units of credit so that if the school policy permits, one student acquiring one third of the competencies and dropping out could be awarded one unit in a three unit class. The division of measurable competencies into units of credit will be judged by at least one other instructor in the same occupational field and by the advisory committee to be appropriate.

(b) List the criteria for acceptable performance in each competency and how these relate to grades for the course.

He will prepare a grading plan which will relate the criteria for acceptable performance in each measurable competency to the grade which will be awarded for this course. He will, wherever practical, develop a plan for "teaching to mastery" where students can by applying more time and effort improve their competencies until they have mastered them. The grading plan will be judged by two or more teachers or workers in the field to be appropriate.

(c) The ability to list and then to establish a basis for judging those currently unmeasurable competencies which are considered significant for the student to learn in the course.

He will list the currently unmeasurable competencies which a student is expected to learn by the completion of the course and he will describe ways of subjectively judging whether the student has acquired these competencies. This list will be prepared to meet criteria established by the teacher trainer.

4. Ability to design measurement instruments which will assess skills and knowledge needed for the competencies.

He will prepare test measurement instruments designed to determine the measurable competencies of students. The test instruments will be judged by the teacher trainer to meet the criteria established for such tests.

5. Ability to confer with students and give pre-tests to determine the unique learning needs and to determine the competencies already possessed by students which will reduce their need to learn certain competencies in class.

He will prepare a pre-test and an interview guide which will meet the criteria established by the teacher trainer. He will prepare a plan showing how under his present teaching situation, students who already have some competencies planned to be taught in the course will be redirected. This plan will be approved by his administrator as being appropriate.

6. Ability to design a term project or term assignment which will give students an opportunity to demonstrate how they can apply and synthesize the competencies learned by means of a project prepared outside of class.

He will design a term project or make a term assignment sheet. The assignment or project will be judged by the teacher trainer to have met the criteria established.

7. Ability to prepare a course outline following a standard outline format or following a measurable objectives format.

He will write a course outline either following the standard outline format or the measurable objectives format which will be judged by the teacher trainer to meet the established criteria.

8. Ability to make an outside preparation assignment list appropriate for a given course.

He will write an outside preparation assignment list for students taking the course. The assignment list will be related directly to competencies to be learned and not necessarily to calendar dates. The list will be judged by the teacher trainer to meet the established criteria.

9. Ability to describe and utilize 5 types of lessons.

In a testing situation the trainee will describe the following five types of lessons:

1. Skill lesson using four steps of instruction.
2. Informational lesson using four steps of instruction.
3. Small group instruction with feedback to large group.
4. Visually recorded, structured group discussion.
5. Individualized self-pacing instruction including the use of job or procedure sheets, operation sheets, assignment sheets and information sheets.

10. Ability to prepare and teach a sample lesson in his own subject field following one of the 5 types of lessons. The quality of the lesson must be judged to meet the criteria established and applied by the teacher trainer and by fellow students. A video tape will record the lesson for the students own self-evaluation.

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RIVERSIDE, CALIFORNIA 92502

PERFORMANCE BASED TRAINING:
Goal of a New University Extension Project

Football players, welders, grocery checkers, hair stylists, and income tax accountants are prepared for their jobs by "performance based" training. The specific tasks required to do their jobs are analyzed, levels of adequate performance are established, and training programs are devised that develop in trainees the skills and knowledge needed to do the work. When graduates of training programs like these go to work, they know and their employers know what they can do and how well they can do it.

Can certain levels and kinds of professional and paraprofessional workers, like detectives, job counselors, construction estimators and audio-visual specialists be trained like football players, welders, grocery checkers, hair stylists, and income tax accountants? This is the goal of a new project for which University Extension has received a small grant from the U.S. Office of Education. The Riverside grant is one of eighty-nine grants awarded for 1973. All of the grants are for projects designed to diversify approaches and demonstrate more effective ways in postsecondary education.

WHAT Is Meant By "Performance Based" Training?

Conventional postsecondary educational programs are designed by selecting and organizing the accumulated body of knowledge in a given field into a timed sequence of learning experiences. Students are taught what is known about the field. The report or transcript or degree that comes from such a program tells what the student studied and for how long. In performance based training the content of the educational program is obtained by determining the levels of skill and knowledge needed to perform the tasks of a given job. Students are taught to do the tasks involved in the job. The report or certificate that comes from this training tells what the trainee can do and how well.

WHY Develop "Performance Based" Training?

The focusing of training upon the specific requirements of a job should result primarily in improving the beginning competence of new workers. On-the-job training time will be reduced. The costs of training will be reduced by the elimination of non-productive components. Worker confidence will be increased. Employer confidence in the capability of each employee to carry his share of the organization's task will be increased. General applicability of performance based training will facilitate re-training of displaced employees and thus improve both vertical and horizontal mobility of workers. Increased recognition of competence as the base for initial and advanced job assignment may eventually result in some shift of value from symbols of achievement (grades, degrees, and awards) to the perceptible realities of performance (quality of work, production, and morale).

PROCEDURES In Developing Performance Based Training

Performance based training for employment begins with identification of the tasks involved in a given job, followed by determination of the abilities required to accomplish the necessary tasks. Training procedures flow from the pattern of skills, knowledge, and attitudes that make up the requisite abilities. A performance base does not dictate any particular method of training. Organized courses, individual study, and on-the-job learning may each be involved. Evaluation of performance and description of terminal capability require procedures and tools differing from conventional course grades, diplomas, and transcripts.

Under the terms of its current planning grant, University Extension hopes to identify and plan performance based training programs for one or more specialized occupations. Preference will be given to jobs for which conventional college degree programs do not provide adequate training. The judgments of employers and employees will be solicited at each step in planning the training program. It is expected that a later grant will make possible the future implementation of a training program designed to test the validity of programs planned during the 1973 grant.

NON-ACADEMIC PROFESSIONAL ADVISORY COMMITTEE

Dr. George L. Caldwell, Superintendent
San Bernardino City Unified Schools

Dr. Donald Wheller, Superintendent
Redlands Unified Schools

Dr. Roy Hill, Superintendent
San Bernardino County Schools

Dr. Jack J. Jones, Superintendent
Ontario-Montclair Schools

Mr. Ray Berry, Superintendent
Riverside Unified School District

Dr. Donald Kenny, Superintendent
Riverside County Schools

Dr. Harold Schoenfeld, Superintendent
Desert Sands Unified School District

Dr. Charles S. Terrell, Jr., Superintendent
Corona-Norco Unified School District

Dr. Louis Matthews, Superintendent
Rialto Unified School District

Dr. Robert O. Sprague,
Assistant Superintendent, Education
Fontana Unified School District

Dr. Ralph Kellogg, Superintendent
Moreno Valley Unified School District

Dr. Art Smith, Coordinator
State Area Eleven Planning Committee
San Bernardino City Schools

Dr. Benjamin Kovitz
Director of Education & Research
Patton State Hospital

Dr. Edgar W. Butler
Department of Sociology, UCR

Dr. Irving Balow, Dean
School of Education, UCR

Dr. Ron Loveridge
Political Science Dept., UCR

Dr. Ronald McAllister
Urban Studies, UCR

Mr. Lloyd Roberts, Director
California Teacher's Association

James Mayfield, Supervisor
Board of Supervisors

Norton Younglove, Supervisor
Board of Supervisors

Robert Covington, Admin. Officer
County of San Bernardino

Dr. Richard Griffin, Program Chief
Riverside County Mental Health Svcs.

Ms. Mary Garrett, Staff Dev. Chief
San Bernardino County Welfare Dept.

Mr. George Jeffries, Director
San Bernardino County Welfare Dept.

Mr. Jim Kuiper
Assistant Chief County Probation Officer

Mr. Paul Wiley, Director
Department of Public Welfare

Mr. Robert Anderson,
County Administrative Officer

Mr. Robert Fitch
Asst. to County Administrative Officer

Mr. Bert Van Horn
County Probation Officer

Mr. Clyde Jeffrey
Chief Deputy Probation Officer

Mr. Stuart Smith
Chief County Probation Officer

NON-ACADEMIC PROFESSIONAL ADVISORY COMMITTEE

Mr. Art Pick, Executive Director
Riverside Chambers of Commerce

Mr. Mike Snuffin
County Personnel Director

Mr. Jack Beechum
Police Officers Standards & Training

Fred Ferguson, Chief
Riverside City Police

Fred Woodward, Chief
Riverside Fire Department

Ben Clark, Sheriff
Riverside County

Roland W. Wood, Superintendent
California Rehabilitation Center

Ms. Virginia Carlson, Superintendent
California Institution for Women

Bertram S. Griggs, Warden
California Institution for Men

Mr. James T. Davenport
California Institution for Men

Mr. Jack Clark, Director
Regional Division of Corrections

Capt. Donald Kipp
California Highway Patrol

Capt. Steve Liswood
California Highway Patrol

Wes Robinson, Chief
University of California Police Dept.

Mr. Gilbert Mundy
Tri-County Office of CCCJ

Raymond W. Shaw, Chief
San Bernardino Fire Department

Arthur N. Koron, Chief
Chino Fire Department

Frank Bland, Sheriff
San Bernardino County

Ray Rucker, Chief
San Bernardino City Police

Ms. Hulda Schrader
Assistant Personnel Director
County of San Bernardino

Mr. Wes McDaniel , Exec. Director
San Bernardino Association of
Governments

Dr. Doyle Knirk, Specialist
Education and Health Services

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RIVERSIDE, CALIFORNIA 92502

November 8, 1973

Name-Title
Organization
Street Address
City-State

Dear _____:

As a professional in a field in which new tasks are frequently arising, you will be interested in a project just getting under way at University Extension, Riverside. The enclosed statement entitled Performance Based Training describes this project.

We particularly invite your attention to the last paragraph of the statement. We want to be sure that we select for this new approach to training one or two emerging jobs (or new dimensions in existing jobs!) for which there is need and which conventional college programs do not appear to fit. We need your help on this. Specifically, we need your judgment as to jobs in your organization that appear to meet these criteria: they are increasing; they require performances for which conventional college training does not adequately prepare. The present project is restricted to the fields of education, human services, and public safety.

An immediate gathering of a few community leaders to discuss this project is planned. You will be called in a few days to get your initial reaction and to discuss details of the meeting.

We like to think that this project may be a small step in a direction that our society needs to be moving--toward recognizing competency rather than credentials as the basis for advancement. We shall be pleased to have you work with us.

Sincerely,

James R. Hartley, Dean

JRH:sb
Enclosure

****
* Probable Time and Date:
* FRIDAY, DECEMBER 7
* 1:30 pm until 4:00 pm
* Please make a note of this
* on your calendar--you will
* be receiving a confirming
* telephone call.
****

SUMMARY OF PARTICIPANT RESPONSES TO QUESTIONS CONCERNING THE PERFORMANCE-BASED TRAINING PROJECT

1. Thirty-one persons attended the meeting (not including the project staff), with professional field distribution as follows:

HUMAN SERVICES	10
EDUCATION	9
PUBLIC SAFETY	8

2. Most of the participants stayed throughout the meeting and joined actively in the discussion.

3. Issues involved in performance-based training, problems encountered, and interests in further development were more thoroughly examined in the open discussion than in the written responses of participants. It was brought out that several of the agencies represented at the meeting (especially public safety agencies) have vigorous programs of performance-based training currently in operation.

4. Twenty-two participants completed the inquiry form. (Education-8, Human Services-7, and Public Safety-7)

5. All respondents indicated a high level interest in training for competency. 18 of the respondents throught that such training is feasible and 18 thought that it is desirable in the field they represent.

6. All respondents agreed that these are jobs in their profession that require competencies not adequately developed by conventional college education programs. Clusters of such jobs were identified in each of the three occupational fields represented. While jobs of the people-working-with things and the people-working-with-ideas varieties were included, jobs involving people-working-with-people were most frequently listed. It appears that conventional education, and even work experience, does not equip people for effective communication.

7. Twenty respondents believe that there is a present and future demand for workers in the jobs they listed.

8. College degree holders are employed in each of the three professions represented, with the field of education being most concerned with this requirement. The other two fields appear to be moving in this direction.

9. Methods for determining competency for first employment and for advancement were concerns of all respondents. Written and oral examinations were indicated as frequent practices but most reliance is apparently placed on educational record and work experience.

10. All respondents recognized that the problems of assessing competency and certifying competency-especially in a way that facilitates worker mobility-are knotty problems. College degrees are helpful in establishing a base of reference but usually do not certify any specific competency. Alternatives to degrees will need to be established and gain credibility before they can replace degrees. Most respondents felt that both degrees and certifications of competency are valuable. An optimum program of performance-based training would yield college credit acceptable toward a degree.

11. Since the University Extension project on performance-based training is specifically concerned with the planning of a training program, and since the first task in this planning is the selection of a job (or jobs) suitable for tryout of such training, replies of respondents were read with special concern for their judgments concerning needs, resources, and constraints in their fields of work. It would appear that the field of public education is circumscribed with the most legal and conventional constraints (credentials, degrees, salary schedules). Public Safety is the most actively involved in some forms of performance-based training. Human services appears to have the most emerging job specialists and the most fluid employment pattern.

12. The December 7th meeting was a highly valuable first step in securing the help of practicioners-the experts in these fields of work. More help will be needed at each stage in the completion of this project.

UNIVERSITY OF CALIFORNIA EXTENSION, RIVERSIDE

PERFORMANCE BASED TRAINING PROJECT

Questions for Consideration at the Ad Hoc Committee
Meeting on December 7, 1973

SUMMARY OF QUANTIFIABLE RESPONSES FROM 22 RESPONDENTS

1. In your profession, how important is specific competency -- in comparison with personality and general ability?

Competency very important	11

2. How is competency determined, for first employment and for advancement?

Education or training	10
Examinations(written or oral)	11
Experience	12

3. Are there some jobs in the profession that require competencies not adequately developed by conventional educational programs?

YES	21
NO	1

4. What are these jobs?

See separate tabulations

5. Is there present and future demand for workers in these jobs?

YES	20
NO	

6. Do the workers presently filling these jobs include college degree holders and others without such degrees?

YES	18
NO	3

7. How did the workers now filling these jobs acquire competencies?

College Education	5
High School plus further training	6
OJT	14
Experience	2

8. Could a training program especially designed to develop the abilities required for performance of the tasks involved in these jobs expedite or improve the acquisition of competency?

YES 21

NO

9. Can you identify two groups of representative workers; one group whose training included conventional college education through the A. A. or B. A. or higher degree; a second group whose training was less conventional and did not include completion of a degree?

YES This question did not communicate

NO Few useable returns

10. How important are degrees in these jobs? Should a performance based training program be linked to movement toward a degree?

Degrees are important-13

Degrees not necessary -5

11. Do you think the development of a performance-based program is feasible?

YES 18

NO 1

12. Considering all of the conditions of employment, do you think such a training program is desirable?

YES 18

NO 2

UNIVERSITY OF CALIFORNIA EXTENSION, RIVERSIDE Green, Morley

PERFORMANCE BASED TRAINING PROJECT

Questions for Consideration at the Ad Hoc Committee Meeting on December 7, 1973

A ROUGH TABULATION OF RESPONSES FROM SEVEN PUBLIC SAFETY WORKERS

1. In your profession, how important is specific competency -- in comparison with personality and general ability?

Quite important; very essential-5

High in some jobs, low in others

2. How is competency determined, for first employment and for advancement?

Competitive Exams-	6
Training	2
Experience	5
Performance	2

3. Are there some jobs in the profession that require competencies not adequately developed by conventional educational programs?

YES	6	(all)
NO	1	

4. What are these jobs?

Fire prevention inspectors	
Fire training instructors	11
Staff officers	
Physical Evidence Analysis	
Crime Lab Technicians	
Supervisory and Management Level	
Patrolman	11
Investigator	

5. Is there present and future demand for workers in these jobs?

YES	7
NO	

6. Do the workers presently filling these jobs include college degree holders and others without such degrees?

YES	7
NO	

7. How did the workers now filling these jobs acquire competencies?

Courses	4
Self-Study	1
O.J.T.	3
Experience	

8. Could a training program especially designed to develop the abilities required for performance of the tasks involved in these jobs expedite or improve the acquisition of competency?

YES 6

NO

9. Can you identify two groups of representative workers; one group whose training included conventional college education through the A. A. or B. A. or higher degree; a second group whose training was less conventional and did not include completion of a degree?

YES 1 Good exam performers

Not good exam performers

NO 1

10. How important are degrees in these jobs? Should a performance based training program be linked to movement toward a degree?

Not necessarily 11

Yes 11

Becoming more important

Competency more important

11. Do you think the development of a performance-based program is feasible?

YES 6 (now going on in SB Sheriff's Training)

NO

12. Considering all of the conditions of employment, do you think such a training program is desirable?

YES 6

NO

Respondents: Kuiper, Brusea, Jeffries, Smith, Wiley, Schroeder, Garrett

UNIVERSITY OF CALIFORNIA EXTENSION, RIVERSIDE

BEST FOR FOLLO UPS:
Kuiper
Brusea
Jeffries
Smith
Schroeder
Garrett

PERFORMANCE BASED TRAINING PROJECT

Questions for Consideration at the Ad Hoc Committee Meeting on December 7, 1973

A ROUGH TABULATION OF RESPONSES FROM SEVEN HUMAN SERVICES WORKERS

1. In your profession, how important is specific competency -- in comparison with personality and general ability?

Very important for some jobs 2
All are important 2
Difficult to separate
Competency must include personality
Increasing important as one advances
Yes, especially with specialized services

2. How is competency determined, for first employment and for advancement?

education 2
exams 5
performance 3
interview 2
demonstrated competency

3. Are there some jobs in the profession that require competencies not adequately developed by conventional educational programs?

YES 7

NO

Night supervisors	
Group counselors	2
Probation officers	2
para-professional	
ex-offenders as treatment resource	
deputy probation officers	
supervising probation official	1
Eligibility workers	
social service practioner	1
training officer	3
community relation coord.	
fraud investigator	
program analysis	
job counseling	
test preparation	
labor relations	
inter-cultural relations	

5. Is there present and future demand for workers in these jobs?

YES	7
NO	

6. Do the workers presently filling these jobs include college degree holders and others without such degrees?

YES	5	for some
NO	1	

7. How did the workers now filling these jobs acquire competencies?

Experience	1	
OJT	6	(many not competent)
General Education		
Special Training	2	

8. Could a training program especially designed to develop the abilities required for performance of the tasks involved in these jobs expedite or improve the acquisition of competency?

YES 7

NO

(we placed high confidence in the Certificate Program but it was side-tracked by offering of graduate degree programs, not competency based)

9. Can you identify two groups of representative workers; one group whose training included conventional college education through the A.A. or B.A. or higher degree; a second group whose training was less conventional and did not include completion of a degree?

YES

NO 2

10. How important are degrees in these jobs? Should a performance based training program be linked to movement toward a degree?

Acceptance and human concern more important.
Not important for performance, but important for reward
Yes 4
Degrees are important until an acceptable performance-based certification is available

11. Do you think the development of a performance-based program is feasible?

YES 7
NO

12. Considering all of the conditions of employment, do you think such a training program is desirable?

YES 6

NO 1 (not if it erodes status, salary level, etc)

Respondents: Nielsen, Wheeler, Miller, Berry, Hill, Paynter, Wright, Caldwell BEST FOR FOLLOW-UP: Berry, Miller, Caldwell

UNIVERSITY OF CALIFORNIA EXTENSION, RIVERSIDE

PERFORMANCE BASED TRAINING PROJECT

Questions for Consideration at the Ad Hoc Committee Meeting on December 7, 1973

A ROUGH TABULATION OF RESPONSES FROM EIGHT PUBLIC SCHOOL ADMINISTRATORS

1. In your profession, how important is specific competency -- in comparison with personality and general ability?

Always-Yes-Equally Important- Very 11

Equal-Less 11

2. How is competency determined, for first employment and for advancement?

Training 5 Credential

Experience 3

(by Stull bill)

Observation of changed attitudes.

3. Are there some jobs in the profession that require competencies not adequately developed by conventional educational programs?

YES 9 whole spectrum of public education

NO

All in education 3 Specific counseling

Instructional media

Career ladder between B.A. & M.A. leading to
a generalist in education or to certificate in narcotics ed., etc.
Inter-personal relations 2
Reading Specialist
Teachers of small groups
Career Counseling
School Administrators
Educational program auditors
School security officers

5. Is there present and future demand for workers in these jobs?

Y

YES 8

NO

6. Do the workers presently filling these jobs include college degree holders and others without such degrees?

YES 6

NO 2

7. How did the workers now filling these jobs acquire competencies?

College Training 4

On the job 5

8. Could a training program especially designed to develop the abilities required for performance of the tasks involved in these jobs expedite or improve the acquisition of competency?

YES 8

NO

9. Can you identify two groups of representative workers; one group whose training included conventional college education through the A. A. or B. A. or higher degree; a second group whose training was less conventional and did not include completion of a degree?

YES 1 (A. V. Specialist) Certificated-Classified 2

NO

10. How important are degrees in these jobs? Should a performance based training program be linked to movement toward a degree?

Very important 6 (salary schedule requires)

Little Importance

Only as law required

11. Do you think the development of a performance-based program is feasible?

YES 6 (in distant future)

NO 1

12. Considering all of the conditions of employment, do you think such a training program is desirable?

YES 6 for classified

NO 1

PROGRESS REPORT

GRANT NUMBER:	OEG-0-73-7038
PROJECT TITLE:	A PROJECT FOR DEVELOPMENT OF PERFORMANCE-COMPETENCY CERTIFICATION.
SUBMITTED TO:	Fund for the Improvement of Post-secondary Education Department of Health, Education and Welfare Washington, DC
CONTRACTING INSTITUTION:	The Regents of the University of California University of California Riverside, CA 92502
DIRECTOR:	Dr. James R. Hartley, Dean University of California Extension Riverside, CA
COORDINATOR:	Delbert L. Barnett Special Consultant

PROGRESS REPORT

Grant No. OEG-0-73-7038

TITLE: A PROJECT FOR THE DEVELOPMENT OF PERFORMANCE-COMPETENCY CERTIFICATION

DESCRIPTION OF THE PROJECT:

The goal of this project is to provide a process for the development of performance-competency-based education programs. This process will identify existing skills of students and develop new programs to validate the performance of skills essential to competency occupational functioning. This will enable non-traditional students who must earn while they learn to gain recognition of their knowledge and skill capabilities.

This project is a feasibility study coupled with planning activities to enable the applicant agency to restructure some of its operations, priorities and purposes. Based upon the fully developed process, the regional information, data, and new expertise, other postsecondary institutions should be able to prepare their own performance-competency programs.

GOALS OF THIS PROJECT:

1. To identify the various sources of postsecondary education available to citizens in the Riverside-San Bernardino Counties region. This will include both traditional and non-traditional sources.

2. To develop workable assessment instruments and processes to define both performance and competency for individuals. Three career areas focused upon are:

    1. Education
    2. Human Services
    3. Public Safety

3. To develop more meaningful arrangements for involving non-academic professionals and students in the educational-training-competency-validation process.

4. To improve methods of designing University Extension courses, training procedures, and assessment measures for validating students' performance-competency.

TEAM DEVELOPMENT AND STRATEGY:

This project is considered to be of great importance to the contracting institution. The Extension division of the University of California, Riverside is the single largest "distributor" of educational services in a large two-county area. An expected outcome of the project is to convert many of Extension's course offerings to a performance-based approach. To this end the staff for the project has included all of University Extension's program developers who work in the two counties. These specialists have been supplemented by consultants from within the university and from the surrounding area.

STAFF:

University of California, Extension, Riverside:

Dr. James R. Hartley	DEAN
Sheldon Lisker	ASSOCIATE DEAN
Ray Olitt	CONTINUING EDUCATION SPECIALIST
Sue Laswell	CONTINUING EDUCATION SPECIALIST
Louise Scriven	CONTINUING EDUCATION SPECIALIST
Naomi Naylor	CONTINUING EDUCATION SPECIALIST
Ruth Goodman	CONTINUING EDUCATION SPECIALIST
Marylin Jacobsen	WORLD AFFAIRS COUNCIL

University of California, Riverside:

Dr. Ronald McAllister	ASSISTANT PROFESSOR & CHAIRMAN, URBAN STUDIES DEPARTMENT
Dr. Edgar W. Butler	PROFESSOR OF SOCIOLOGY
Dr. Irving Balow	DEAN, SCHOOL OF EDUCATION
Dr. Ronald Loveridge	POLITICAL SCIENCE DEPARTMENT

Outside Consultants:

Delbert L. Barnett	PROJECT COORDINATOR
J. W. McDaniel	PROJECT DEVELOPMENT
Milo P. Johnson	PROJECT EVALUATION

The entire team working on the project has sought to make "performance-based training" a working tool in the improvement of training programs in each occupational field contacted. Weekly meetings have been held, the literature in the field has been studied, related projects in other

institutions have been visited and the development of each phase of the project has been shared with each member of the team.

STAGES IN THE DEVELOPMENT OF THE PROJECT:

-Review of the Literature

-Visits to Related Projects

-Conceptualization and Design

-Inventory of Present Training Programs in the Project Area

-Development of a Non-Academic Professional Advisory Committee

-Selection of Job Fields for Intensive Study

-Activation of Task Forces in Education and Human Services

VISITS TO INSTITUTIONS INVOLVED IN SOME ASPECTS OF PERFORMANCE-BASED TRAINING:

Team members visited institutions where competency-based learning has been seen as a viable, alternate path to earning a degree. These programs were found to be intra-institutional. These institutions were involved with community agencies, resources and other institutions of higher education, but remained as the identifier, evaluator, validator, and legitimizer of competency-based learning. They recognize that, at this time, the degree is the primary enabler of occupational mobility. Hence, they do award one when a sufficient number of competencies have been identified and validated.

The institutions studied in some depth included: Minnesota Metropolitan State College, Empire State College, Worcester Polytechnic Institute, College III at University of Massachusetts at Boston, Washington State Department of Education (considered the prime mover and enabler of competency-based learning for the State of Washington), University of Washington, and Evergreen College.

More specific generalizations can be made about institutions which have incorporated competency-based learning processes:

1. Administrative arrangements for program development are different from those in traditional institutions.

2. Both teaching and learning methods have been significantly modified or completely changed.

3. Facilities are different, new, or being used in different ways than those in a traditional institution.

4. The student is considered a "partner" in the development of learning goals compatible with his-her needs as well as those of the institution.

5. A climate of high enthusiasm by students, faculty, and administrators is evident and also expressed.

6. Competency-based programs are expensive and dependent upon external financing for their maintenance and continuation.

SOME EXAMPLES OF CONTRIBUTIONS TO THIS PROJECT OF PROGRAMS VISITED:

-The State of Washington Program for School Counselor Certification:

-is an example of intensive cooperative involvement of training institutions, employers, (school districts) and professionals in designing a training and certification program;

-provides a model for defining tasks involved in a professional field (counseling) and organizing them into levels of competency;

-is an example of the acceptance of competency as a basis for "official" certification.

-The Minnesota Metropolitan College Program of Downtown Training:

-exemplifies complete individualizing of college degree and course requirements;

-fully involves students in the design, performance, and evaluation of training;

-utilizes non-campus facilities and procedures.

-College III at University of Massachusetts at Boston:

-shows that the outcomes of conventional college courses can be defined in terms of specific competencies;

-is developing some promising procedures for assessment of currently unmeasurable objectives.

PROGRESS IN MEETING THE GOALS OF THE PROJECT:

1. Identify the various sources of postsecondary education being utilized or available to citizens in the Riverside-San Bernardino Counties region. This will include both traditional and non-traditional sources.

The two counties are served by six four-year colleges or universities with campuses located in the area, by seven additional four-year colleges with Extension centers in one or more communities, by nine public community colleges, by fifteen adult education programs operated by high schools, and by forty-eight private vocational training schools. Staff members from this project have collected a mass of information about the training programs offered by this complex of schools. Each public community college was visited as a part of the program of information gathering and to invite them to participate in the postsecondary education project. Some findings from these visits and other contacts included:

-Adults in this area have great interest in continuing education. Current enrollments are over 55,000.

-The colleges serving the area offer a wide variety of academic and vocational courses.

-In most communities served by two or more colleges, the offerings are uncoordinated, each college acts alone in its planning and in its publicizing.

-Enrollees in continuing education courses are credit and degree oriented. Motivation for courses is increased if each course offers credit that leads toward an A.A., B.A., or higher degree.

Within this region there is no single institution of higher education either capable or willing to develop a competency-based learning program which would lead directly to a bachelor's degree.

Many of the technical and vocational programs in the community colleges can be defined as performance-based, but a few are beginning to experiment with the concept of competency-based learning in aca-

demic and personal enrichment areas.

There is a strong demand for alternate opportunities of continuing education by the more than 55,000 non-traditional students currently enrolled in the colleges of this region.

Many agencies (particularly those involved with this project) have already begun various forms of on-the-job, competency training programs, as well as working closely with the applicant in developing courses to enhance capabilities of their employees.

Most in-service or on-the-job training programs lack the following features.

a. Systematic identification of competencies related to job functions.

b. Methods for external recognition and legitimization of competencies.

College counselors lack knowledge and experience along with institutional capability to aid non-traditional students plan a cost and time effective pattern of educational achievement.

Top level agency management have indicated strong support for competency-based learning activities through commitment of personnel and agency resources. They also indicate a strong desire to collaborate with University Extension in final validation of competencies which may lead to legitimization of this form of learning.

Occupational programs available in the public community colleges of the area included all of the following:

Accounting
Aeronautics (Ground School)
Agriculture
Air Conditioning
Airframe & Power
Automotive Technology
Banking
Business Administration
Business Education (General)
Commercial Art
Community Service Aide
Computer Science
Conservation of Natural Resources
Correctional Science
Criminology
Data Processing (Business)
Dental Assisting
Diesel Mechanics
Drafting
Drafting (Electronic)

OCCUPATIONAL PROGRAMS, cont'd.

Drafting (Mechanical)
Early Childhood
Electricity
Electronics
Engineering Aide-Chemical
Escrow
Fire Science
Food Service
Forestry
Home Economics
Home Furnishing
Hotel-Motel Management
Industrial Administration
Inhalation Therapy
Instrumentation
Interior Design
Journalism
Library Assisting
Machine Operators
Medical Assisting
Medical Office Receptionist
Merchandising
Multimedia Technician
Nursing (RN)
Nursing (Vocational)
Ornamental Horticulture
Office Services
Photography
Police Science
Printing
Psychiatric Technician
Quality Control
Radiologic Assisting
Real Estate
Retailing
Secretary (Legal)
Secretary (Medical)
Special Investigator
Sten-Secretarial
Stewardess
Structural Inspector
Supervision
Surveying
Teacher Assisting
Transportation
Turf Grass Management
Welding Technology

2. Develop workable assessment instruments and processes to define both performance and competency for individuals. Three career areas will be focused upon:

1. Education
2. Human Services
3. Public Safety

This project is concerned with training programs for the direct development in learners of competency to perform specific real tasks. Planning the training program starts with identification of tasks that make up a job. Formulation of assessment procedures is perceived as part and parcel of the task identification procedure. Stages in the development of the training program and the assessment program include:

1. Identifying a sample of workers in a job.

2. Identification by these workers of the tasks that are involved in the job.

3. Objectifying descriptions of tasks.

4. Determining methods of observation of each task.

5. Determining a language of descriptions for each observation.

6. Developing a form of report or record.

7. Identification of measurable objectives and currently unmeasured objectives.

8. Selection of available measurement tools for assessing measurable objectives.

9. Identifying and planning controls for constraints that may affect the validity of measurement.

10. Planning procedures and conditions for measurement and use of measurement outcomes.

11. Identifying procedures for securing best possible evidence on currently unmeasurable objectives.

12. Developing instruments and procedures for reporting levels of competence.

It is expected that the assessment of an individual trainee will include:

Objective measurements of performance.
Work samples of completed performance.
Performance under observation of specific tasks.
Self-reports of performance.
Supervisor reports of performance.
Colleague reports of performance.
Client reports of performance.
"Expert" evaluations of reports and work samples.

3. Develop more direct methods of involving non-academic professionals in the educational-training process.

This is a major goal of this project. Since competency-based training is dependent upon valid identification of tasks to be performed by trainees, the educator must enlist the help of non-academic workers in planning, operating, and evaluating training. If competency-based training is to effect change in employment practices, the planning "team" must include employers and supervisors as well as workers at the level of training. To date this project has developed two levels of non-academic professional group input. An Advisory Committee composed largely of employers and employer representatives has been used to begin the process of interpreting competency-based training and to identify some occupational fields wherein such training would be of most value. Task Forces have been identified in the two occupational fields currently being developed for competency-based training.

ROLE AND OPERATION OF THE ADVISORY COMMITTEE:

An advisory committee of employers and supervisors in the fields of education, human services, and public safety has been brought together for a half-day of open discussion, and later individually followed up for extending and crystalizing findings and judgments. At the open discussion meeting, judgements of the committee were sought on these questions:

1. Are there some professional level jobs in the occupation that require competencies not adequately developed by conventional educational programs?

2. What are these jobs?

3. Is there present and future demand for workers in these jobs?

4. Do the workers presently filling these jobs include college degree holders and others without such degrees?

5. How did the workers now filling these jobs acquire competencies?

6. How is competency determined, for first employment and for advancement?

7. Could a training program especially designed to develop the abilities required for performance of the tasks involved in these jobs expedite or improve the acquisition of competence?

8. Do you think the development of a performance-based program is feasible?

9. Considering all of the conditions of employment, do you think such a training program is desirable?

10. Can you identify two groups of representative workers; one group whose training included conventional college education through the baccalaureate degree; a second group whose training was less conventional and did not include completion of the baccalaureate degree?

11. How important are B. A. (and advanced) degrees in these jobs? Should a performance-based training program be linked to movement toward a degree?

Responses of the Advisory Committee were obtained by a written form in addition to notes from the open discussion. Conclusions from this assessment of employer opinions included:

(1) Employers overwhelmingly endorse the concept of competency-based training.

(2) In each of the three career fields, there are jobs for which conventional education does not adequately prepare. Most workers now holding these jobs acquired their competency by on-the-job training and work experience.

(3) College degrees are important for employment in the jobs these employers consider to be appropriate for competency-based training.

(4) Most employers believe that competency-based training programs are both feasible and desirable.

Follow-up of members of the Advisory Committee has resulted in specific preparation for planning competency-based training in two jobs; public school principals, and welfare case-worker supervisors.

STATUS AND ROLE OF PROJECT TASK FORCES

Staff of the project are currently meeting with task forces in education and public welfare. The task force in education is made up of ten elementary school principals, all from the Riverside Unified School District. The superintendent of the district feels there is particular need for principals to experience training in newer roles imposed by decentralized school

organization. In the public welfare field the task force is composed of ten middle management supervisors. In each field top management values the work of these task forces highly enough to allow regular meetings to be held on released time during work hours.

Each task force is undertaking to:

Identify each specific task in the job.

Objectify description of each task.

Organize specific tasks into patterns and hierarchies (e.g., by role relationship, by source of preparation, by level of expertise, by importance for the operation.)

Identify levels of competency for job entry and relevant stages of advancement.

Identify constraints that affect competency-based employment.

Identify methods of assessing competency.

Plan training program.

QUESTIONNAIRE

PURPOSE: To help assess the status of competency-based learning in the Inland Empire.

DEFINITION: Conventional postsecondary educational programs are designed by selecting and organizing the accumulated body of knowledge in a given field into a timed sequence of learning experiences. Students are taught what is known about the field. The report or transcript or degree that comes from such a program tells what the student studied and for how long. In performance-based training, the content of the educational program is obtained by determining the levels of skill and knowledge needed to perform the tasks of a given job. Students are taught to do the tasks involved in the job. The report or certificate that comes from this training tells what the trainee can do and how well.

QUESTIONS

1. Would you recommend that the agency where you work adopt the principles of competency-based training for accepting new employees for one or more entry level jobs?

   YES 14 NO 4 REASON _____

   _____

   _____

2. Would you recommend that the agency where you work adopt the principles of competency-based training in its program for upgrading employees on the job?

   YES 17 NO 1 REASON _____

   _____

   _____

3. Would you recommend that the agency where you work cooperate with University of California Extension, Riverside in its effort to provide recognition and validation of task related competencies?

YES 15 NO 3 REASON _____

4. Would you recommend that the agency where you work give equal recognition to job competencies whether they were acquired on the job or during formal education?

YES 11 NO 7 REASON _____

5. Do you believe there are practical and cost-effective ways to satisfactorily measure competencies in your occupational field?

YES 14 NO 1 REASON Yes and no--one. Not yet,1

No Answer, 1

6. Do you believe there are ways of objectifying judgments of "currently unmeasurable" competencies so as to avoid possible lawsuits under the laws requiring affirmative action? And prohibiting discrimination?

YES 11 NO 11 REASON Needs work--1

No Answer--3 Reserve Comment--1

7. Can the concept of competency-based learning be integrated into many community agencies, utilizing the resources of non-academic professionals, the existing community colleges, and of local employers?

YES 16 NO 1 REASON Probably--1

8. Will there be enough potential learners willing to embark on a non-traditional, competency-based learning program to justify the establishment of the program?

YES 11 NO 1 REASON Don't know--1

Unknown--two Not Certain--1 Reserve Comment--1

9. Do you believe your employing agency can be convinced within a reasonable time to accept an employee's certificate of competency and a narrative transcript as an equivalent of a Master's Degree?

YES 6 NO 8 REASON Don't know--1 Not all occupations--1 Reserve Comment--1 Degree in What? --1

10. How have the staff and the activities of the "Project for the Development of Performance-Competency Certification" affected your organization? Has your knowledge of, and opinions about, competency-based training and competency-based job placement changed? Please comment.

Name _____ Agency _____

Title _____ Meetings Attended: 1st meeting ( )
2nd meeting ( )
Both ( )

Please return in the enclosed envelope. Thank you.